

R60 39

S920039

A PROCEDURE FOR PRIORITIZING RECREATION PROJECTS
ON THE LOLO NATIONAL FOREST

Homer R. Bowles
Recreation Staff Specialist
Lolo National Forest
Northern Region

for
Completion of the Requirements of
Professional Development Program for
Outdoor Recreation Managers, U.S. Forest Service
Short Course

Conducted By: Department of Recreation and Park Administration
College of Forest and Recreation Resources
Clemson University, Clemson, South Carolina

Conducted
September 21 to October 5, 1979

Submitted
February 20, 1980

LOLO NATIONAL FOREST
ANALYSIS PROCEDURE FOR PRIORITIZING RECREATION PROJECTS

February 1980

Prepared By: Homer R. Bowles 2/18/80
Homer R. Bowles
Recreation Staff Specialist
Date

Reviewed By: _____
Charles W. Spoon
Program Officer, Resources
Date

Approved By: _____
Orville L. Daniels
Forest Supervisor
Date

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
II. BACKGROUND	1
III. AFFECTED ENVIRONMENT	2
IV. ANALYSIS OF THE MANAGEMENT SITUATION	4
V. EVALUATION CRITERIA	5
VI. ALTERNATIVES CONSIDERED	6
Formulation of Alternatives	6
Description of Alternatives	8
VII. EFFECTS OF IMPLEMENTATION	8
VIII. EVALUATION OF ALTERNATIVES	11
IX. IDENTIFICATION OF PREFERRED ALTERNATIVE	12
X. MANAGEMENT REQUIREMENTS AND CONSTRAINTS	13
XI. CONSULTATION WITH OTHERS	13
XII. APPENDIX	14

APPENDIXES

- A. Lolo National Forest Analysis Procedure for Prioritizing Recreation Projects, Instructions, and F.Y. 1981 Worksheets
- B. Policy Statements from Lolo Forest Plan
 - 1. Recreation Management Concern No. 2 (Missoula - Concentrated Areas of Public Use)
 - 2. Recreation Issue No. 3 (Dispersed Recreation)
 - 3. Recreation Issue No. 4 (Developed Recreation)
- C. Literature Cited

TABLES

	<u>Follows</u> <u>Page</u>
Table I - Recreation Management Emphasis on the Lolo National Forest, Northern Region, USFS	4
Table II - Recreation Management Emphasis in the Northern Region, U.S. Forest Service	4
Table III - Abraham Maslow's Hierarchies of Human Needs	10
Table IV - Evaluation Criteria	11

Lolo National Forest
Missoula, Montana

A Procedure for Prioritizing Recreation Projects
on the Lolo National Forest

ABSTRACT

Recreation managers on the Lolo National Forest in western Montana, have been assisting with the development of a new integrated Forest Plan in response to direction provided in the National Forest Management Act of 1976. The plan is responsive to identified public issues and management concerns relating to developed and dispersed outdoor recreation. The plan identified physical and biological characteristics that make land suitable for recreation opportunities, recreational preferences of user groups, settings needed to provide quality recreation and existing opportunities on the National Forest System lands.

The Forest Interdisciplinary Team, charged with the responsibility of developing policy statements to respond to the public issues and management concerns, recognized the need to develop an analysis procedure for prioritizing various recreation projects on the Forest. The team felt the procedure is needed because under current management, the Forest's recreation program appears to be out of balance with society's needs. The project report presents data which indicates developed sites and wilderness currently require 78 percent of the funding but provide only 22 percent of the actual visitor use. Dispersed recreation expenditures currently amount to only about 2 cents per acre, on a Forest average. In addition, it is pointed out that District recreation managers are apparently not fully recognizing the needs of the recreationist involved in dispersed activities.

The Forest's Recreation Staff Specialist agreed to develop a proposed project prioritization procedure for the Lolo Forest as a special project to fulfill the requirements of the Professional Development Program for Outdoor Recreation Managers sponsored by the United States Forest Service and conducted by the faculty of Clemson University during the fall of 1979.

The first step in establishing the procedure was to determine the current state of the art. Recreation managers in each of the Forest Service Regions and several recreation professionals in other agencies were consulted to obtain information on systems currently in use. This information and several technical papers were evaluated, and five alternative courses of action were developed.

Based on the Lolo's current management situation and information obtained from the procedures in use elsewhere, a set of 10 criteria was established for use in evaluating the five alternative approaches. The report discusses the possible effects of implementing each alternative and establishes rationale for use in ranking them in relation to how well each responds to the criteria. The alternatives were ranked and the preferred alternative identified.

The preferred alternative method of prioritizing recreation projects on the Lolo Forest is to develop an analysis procedure which stratifies potential projects using a set of 15 separate criteria. The criteria weigh the ability of each project to meet identified outdoor recreation needs, provide for public safety and health, protect components of the biophysical environment, mesh with other uses of the land, and respond to cost effective considerations.

The report presents a sample ranking system which includes a set of instructions and worksheets to be used to record project information for developing the Forest's fiscal year 81 program of work. Each project will be analyzed to determine how well it meets each of the criteria for selection. The manager ranks each criterion on a scale of 1 (low) to 10 (high). Each criterion is weighted based on the emphasis the Forest management team places on it. The scores for each criterion are totaled, District priorities are assigned, and the projects are submitted to the Forest Supervisor.

The report suggests that the analysis procedure may be a useful tool for coordinating projects with other recreation management agencies and local outdoor clubs. The process clearly displays the criteria used in project prioritization and the weight being given to each. The process demonstrates why certain projects are rejected and others are included in the Forest's program of work. The display of criteria should facilitate negotiation of changes which may be needed from time to time.

HOMER R. BOWLES
Recreation Staff Specialist

I. INTRODUCTION

Recreation managers on the Lolo National Forest are faced with the challenge of accommodating the needs of an ever-expanding and changing population of outdoor recreationists on more than 2 million acres of diverse and spectacular mountainous country. The task is complicated by the demands placed on them by the varied and sometimes vocal special interest groups. Their ability to fulfill those needs are constrained by traditionally limited resources of manpower and financial support. It is more important now than ever before for the Forest to insure that these limited resources are used on only the highest priority projects which best fulfill the Forest visitors' needs. The Lolo Forest is at a crossroads with the new Forest planning process. Now is the time to set the direction that will make the Forest program more responsive to the needs of society.

The purpose of this project is to investigate alternative methods of analyzing specific recreation projects and to establish a procedure for prioritizing them in a way that complies with the policies, goals, and objectives of the Forest.

The need for this project became apparent when the interdisciplinary team prepared policy statements to resolve public recreation issues during the development of the integrated Forest Plan.

This paper is being prepared to fulfill the requirements of the Professional Development Program for Outdoor Recreation Managers which was sponsored by the U.S. Forest Service and conducted by the faculty of the Department of Recreation and Park Administration of Clemson University in South Carolina during September and October 1979.

II. BACKGROUND

The Lolo National Forest has been selected to take a lead role in developing an integrated Forest Plan in the U.S. Forest Service's Northern Region. The new planning process is a result of direction provided by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976. Final rules for implementing the provisions of the Acts were issued in the Federal Register on September 17, 1979.²⁰

Subpart A, Section 219.12, i, 1-7, of the new regulations defines the specific direction the Forest Plan will provide in regard to dispersed and developed recreation opportunities in accord with identified needs and demands. Planning must identify the physical and biological characteristics that make land suitable for recreation opportunities, recreational preferences of user groups, settings needed to provide quality recreation opportunities, and existing opportunities available on National Forest System lands.

Members of the Forest's interdisciplinary planning team have taken a comprehensive look at the public issues identified during the early phases of

the planning effort and have carefully analyzed the current management situation in relation to how well the Lolo is responding to society's demand for recreation opportunities. The team has concluded that our current efforts are out of balance and do not provide for a full spectrum of recreation. Too much of our effort, in terms of manpower and available funding, appears to be expended on developed facilities and not enough is being directed to the management and enhancement of dispersed recreation opportunity.¹⁸

In response to the public issues and management concerns identified during the planning process, an interdisciplinary team prepared policy statements to resolve the problems. Each policy statement provides a concise statement of the problem, discusses the current management situation, establishes evaluation criteria, discusses alternative courses of action, selects a preferred alternative, and lays out a procedure to implement the necessary action to correct the problem.

Forest Recreation Issue No. 3 is: "What kinds of access and facilities (trails, toilets, plowed parking lots, unloading ramps, etc.) should be provided for the Forest visitors' dispersed recreation needs?"¹⁸ Sub-issues relate to conflicts between user groups, where facilities should be provided, and how the Forest visitor will be made aware of the existence of the facilities provided. The policy statement lists several criteria which must be included in the formulation of the preferred alternative. The alternative policy statements incorporate three major facets in resolving the issue. The first deals with the funding level to be provided for various activities, the second with priorities to be given to general categories of dispersed recreation, and the third to the criteria to be used in selecting specific projects to be programmed and budgeted.

The third facet appears to be one of the toughest problems to overcome. Numerous guidelines and general policies exist in the Forest Service manual, the "Forest Service Roles in Outdoor Recreation" statement, and in the Regional Forester's annual goals, objectives, and emphasis items¹⁶ to set general direction. The Forest needs a tool that will help the Forest Management Team decide which specific projects should actually be accomplished in a given fiscal year.

The purpose of this project is to determine how other recreation managers are prioritizing specific recreation projects, to evaluate each method, and to establish an analysis procedure for the Lolo Forest that will incorporate the criteria developed in the policy statements outlined in the new integrated Forest Plan.

III. AFFECTED ENVIRONMENT

The Lolo National Forest is located in western Montana along several major tributaries to the Clark Fork River of the Columbia River Basin. The Lolo is the third largest Forest in the Forest Service's Northern Region with approximately 2,091,654 acres. The Forest is divided into six administrative units with Ranger District headquarters located in Missoula, .

Seeley Lake, Ninemile, Superior, Plains, and Thompson Falls. Forest management is complicated by a mixture of private, corporate, and other public ownerships totaling another half million acres. Portions of seven western Montana counties are located within the boundaries of the Forest and the area's population is estimated to be about 80,000 people.

The city of Missoula and its suburb communities is the principal economic and cultural center of the area. Lands administered by the Lolo Forest surround the city and provide unique opportunities to provide for the area's outdoor recreation needs.

The Forest provides opportunities for a wide range of recreation activity in a diverse topography which ranges from remote, high alpine backcountry laced with sparkling mountain lakes and whitewater streams to rolling meadows located near slow moving rivers near small towns and communities. Portions of three wilderness areas (Scapegoat, Selway-Bitterroot, and Welcome Creek) are on the Lolo as well as several areas of roadless backcountry. Some of the roadless areas have been recommended or are being studied for possible inclusion into the Wilderness Preservation System. Recreation facilities on the Forest include 1,823 miles of system trails, 150 miles of designated cross-country ski trails, 250 miles of designated snowmobile trails, 26 picnic areas and/or campgrounds, portions of three downhill ski areas, and numerous sites with facilities to accommodate dispersed recreation.

Forest visitors are attracted to the area for a variety of reasons, not least of which is the opportunity to enjoy the beauty of the Forest and its wide variety of resources. Many people come to see and hear animals. Others come to hunt and fish. The Lolo contains approximately 485 species of fish and wildlife including elk, mountain sheep, goats, grizzly and black bears, and a wide variety of waterfowl, songbirds, and small fur-bearing animals. There are 3,500 miles of fishing stream and 96 fishing lakes. Wildflowers, mushrooms, wild berries, fossils, and other natural phenomena are also sought by visitors.

Many of the resources of the Forest environment, which people come to enjoy, are easily damaged or destroyed by excessive recreation activity. When recreation use exceeds the capacity of the land to support it, the physical carrying capacity has been exceeded.⁵ On the Lolo Forest, numerous sites clearly show evidence of excessive use. Examples include beat out campsites, dying trees, eroding trails, and in a few places, improper disposal of human waste.

Similarly, when too many people crowd into an area or conflicting uses take place on the same site, the quality of the recreation experience is reduced for certain visitors. When these conditions become unacceptable to people, the social carrying capacity of the area is exceeded.²³ Examples of social conflicts on certain areas on the Lolo include crowding of picnic and group use sites during peak use periods and dissatisfaction caused by noise, obnoxious behavior, littering, vandalism, exhaust fumes, and discharging of fire arms.

When acceptable limits of change to either the biophysical environment or the social environment occur, management action is required. Either additional facilities are needed to protect the site, use must be reduced or moved to other areas, or visitor behavior must be modified.^{5/}

IV. ANALYSIS OF THE MANAGEMENT SITUATION

During calendar year 1979, the Lolo Forest provided an estimated 1.6 million visitor days of recreation experiences to Forest visitors. A visitor day is equal to 12 hours involved in a recreational activity. A large portion of the visitors were residents of western Montana; however, many nonresidents are also enjoying the Lolo as they travel through the area on the interstate highways or stop on their way between Glacier and Yellowstone National Parks. A number of nonresidents own summer homes in the area or sign on with commercial outfitters to hunt or fish in the rugged backcountry. The Lolo ranks second in the amount of visitor use when compared to other National Forests in the Northern Region and 53rd when compared to other Forests in the Nation.²⁵

Approximately 21 percent (330,000 visitor days) of the use on the Lolo took place in developed sites, such as campgrounds, picnic areas, ski areas, or commercial resorts. Only about 1 percent (1,200 visitor days) took place in designated wilderness. The remaining 78 percent of the use (1,230,000 visitor days) took place in dispersed areas. Dispersed activities include hiking, horseback riding, trail biking, ski touring, snowshoeing, canoeing, hunting, fishing, and relaxing.

An analysis of management emphasis on the Lolo Forest indicates the allocation of available recreation funds may not be responsive to the needs of the dispersed recreation visitor (see Table I). Dispersed recreation accounts for 78 percent of the use on the Forest and receives only 27 percent of the available project dollars. Two cents were spent for each visitor day of dispersed recreation compared to 22 cents for developed recreation and 36 cents for wilderness use.

Another indication of the lack of emphasis recreation managers are giving dispersed recreation is the measure of dollars indicated as needed to manage activities as shown in the RIM Facility Inventory and Condition Records for each Ranger District.²⁵ On an average across the Forest, only 95 cents per visitor day are shown as needed compared to \$3.05 per visitor day for developed sites and \$5.90 per visitor day for wilderness. The figures include the costs for administration, visitor information service, law enforcement, resource treatment, cleanup, and construction and maintenance of needed facilities.

Similar figures compiled for the Northern Region of the U.S. Forest Service indicate a similar lack of emphasis on dispersed recreation (see Table II). Average dollars actually spent on dispersed activities in fiscal year 1979, on the 15 National Forest area, amounted to 11 cents per visitor day, compared to 85 cents per visitor day for developed recreation and \$1.06 per visitor day for wilderness.

TABLE I
RECREATION MANAGEMENT EMPHASIS ON THE
LOLO NATIONAL FOREST, NORTHERN REGION, USFS

F.Y. 79

1/ Distribution of Acres, Use and Dollars Spent by Area

<u>Recreation Opportunity</u>	<u>2/ Use MRVD</u>	<u>Percent of Use</u>	<u>Acres (M)</u>	<u>Percent of Acres</u>	<u>Percent Dollars Spent</u>
Developed Sites	331.3	20.9	.3	<1	67
Wilderness	18.1	1.2	106.2	5.1	6
Dispersed Areas	1,234.6	77.9	1,958.2	94.9	27

Dollars Required to Manage Recreation Opportunities to Prescribed standards

<u>Recreation Opportunity</u>	<u>3/ Dollars Required</u>	<u>Dollars per RVD</u>	<u>Dollars per Acre</u>
Developed Sites	1,009,232 (77.3%)	3.05	3,779.90
Wilderness	106,710 (8.2%)	5.90	1.01
Dispersed Areas	<u>4/</u> 190,039 (14.5%)	.15	.09

Comparison of Dollars Spent to Dollars Required to Manage Recreation Opportunities to Prescribed Standards

<u>Recreation Opportunity</u>	<u>5/ Dollars Spent (F.Y. 79)</u>	<u>Dollars per RVD</u>	<u>Dollars per Acre</u>
Developed Sites	74,356 (67%)	.22	278.49
Wilderness	6,455 (6%)	.36	.61
Dispersed Areas	30,768 (27%)	.02	.02

1/Data from Lolo NF Recreation Information Management (RIM) records and F.Y. 79 ADVENT Program Budget.

2/MRVD means 1,000 Recreation Visitor Days. One RVD is equal to 12 hours involved in a recreation activity.

3/Dollars required refers to direct project needs as expressed in RIM.

4/The total needs for dispersed recreation needs are clearly not now reflected in the RIM records.

5/Dollars spent in F.Y. 79 refers to Ranger District project expenditures only. General Administration, Program Management, Land Use Planning, and other overhead costs are not included.

TABLE II

RECREATION MANAGEMENT EMPHASIS IN THE
NORTHERN REGION, U.S. FOREST SERVICE

F.Y. 79

*Distribution of Acres, Use and Dollars spent by Area Type

<u>Recreation Opportunity</u>	<u>Percent of Acres</u>	<u>Percent of Use</u>	<u>Percent of Dollars Spent</u>
Developed Sites	0	29	63
Wilderness	16	7	19
Dispersed Areas	84	64	18

Comparison of Dollars Spent to *Dollars Required to
Manage Recreation Opportunities to Prescribed Standards

<u>Recreation Opportunity</u>	<u>Dollars Spent (F.Y. 79)</u>	<u>Dollars per RVD</u>	<u>Dollars per Acre</u>
Developed Sites	\$2,919,862	\$.85	\$406.04
Wilderness	834,247	1.06	.22
Dispersed Areas	880,593	.11	.04

*Dollars Required to Manage Recreation
Opportunities to Prescribed standards

<u>Recreation Opportunity</u>	<u>Dollars Required</u>	<u>Dollars per RVD</u>	<u>Dollars per Acre</u>
Developed Sites	\$8,895,220	\$2.59	\$1,236.99
Wilderness	868,397	1.05	.22
Dispersed Areas	5,541,710	.73	.26

*Data from Recreation Information Management Records, Northern Region,
United States Forest Service.

Currently, most decisions concerning how recreation funds are spent are made by the local District Ranger or his recreation assistant. The Forest provides general guidelines for the use of funds, but the Districts have a great deal of flexibility on the specific projects and activities to be funded. In some cases, projects are emphasized because of a special interest the local manager has in an activity. In other cases, a project is undertaken because of a particular concern for a resource or because the adjoining District or Forest is doing something similar. Projects undertaken, at times, reflect personal bias. Inconsistencies exist between Districts. For example, some District recreation managers are highly interested in providing new innovative types of facilities while others lack interest in providing for any type of recreation other than those which have been traditionally provided over the years.

There is evidence that funds are not necessarily being spent on the highest priority projects. A few campgrounds and several dispersed sites on the Forest require high levels of investment relative to the use actually occurring.¹ New facilities are being constructed in certain areas on the Forest, while many of the existing facilities are suffering from lack of adequate maintenance. Many popular sites are unavailable for use by the handicapped because pathways and toilets present physical barriers to wheelchairs. Several key trails lack adequate maintenance and vegetation and soil damage have resulted. Many popular winter sports areas lack adequate parking. Congestion along roads in these areas presents traffic hazards to the public and headaches to state and county officials.

The tie between the planning and design phases of project implementation and the budgeting process is not clearly understood or carried out. In some cases, the landscape architects have been asked to invest much time and effort to design projects which are not fully in keeping with current Forest or Regional goals and which are unlikely to be funded. This lack of understanding and coordination has wasted valuable time which could have been invested in high priority projects which are likely to be funded.

The new Lolo Forest Plan will establish recreation management objectives for each experience unit on the Forest.¹⁸ Each area will provide for particular kinds of recreation experience levels ranging from primitive to highly developed.²⁵ Facilities which would be compatible in one area would not be in another. Management actions will have to be carefully coordinated to insure planned facilities or activities are compatible in the particular setting.

V. EVALUATION CRITERIA

The preferred alternative should identify a procedure for prioritizing recreation projects which comply with existing goals, objectives, and management directives. The evaluation criteria should provide a means of objectively identifying the alternative that best fits the management situation on the Lolo National Forest.

The following criteria will be used to evaluate the alternatives. The preferred alternative will:

1. Comply with the policies and directional statements outlined in the integrated Lolo National Forest Plan.¹⁸
2. Insure that planned recreation projects are coordinated with the Forest Service Roles and Outdoor Recreation¹⁶ and other agency programs (i.e., SCORP).
3. Require all proposed projects be reviewed to insure adequate standards of public safety and health are provided for.¹⁵
4. Consider recreation preferences of user groups and the settings needed to provide quality recreation opportunities²⁰ by involving outdoor clubs, cooperators, and other agencies in the project selection process.
5. Contribute to the conservation of energy resources by giving special emphasis to providing opportunities close to population centers.²⁸
6. Provide for flexibility. As the Forest management team determines shifts in emphasis are needed, the procedure should easily adopt to new situations.
7. Be easily understood by Forest recreation managers, be simple to use, and provide relatively consistent results.
8. Give special emphasis to projects which correct recreation related resource damage and protect the Forest environment.
9. Consider the effects project implementation may have on other uses of the land.
10. Emphasize projects which provide a high public benefit for the resources invested.

VI. ALTERNATIVES CONSIDERED

Formulation of Alternatives

The first step in the formulation of a reasonable range of alternative courses of action was to determine what types of analysis procedures are already in existence and which ones are applicable to the problems on the Lolo Forest.

Recreation managers in each Regional Office of the U.S. Forest Service were contacted and asked to provide copies of prioritization systems that are currently in use either at the Regional level or on Forests within the Region. In addition, recreation professionals within the Forest Service and several other agencies were interviewed to obtain leads on any information that might be available on the subject (see Section XI).

The results of the information search was gratifying. Many of those contacted expressed high interest in the problem and several had developed similar procedures for their Region or Forest. Others stated they had no knowledge of such a procedure being used within their Region but agreed they had a need for one. Several individuals furnished information which has been valuable in the completion of this project.

The scope of this project does not permit a detailed evaluation of all of the procedures being used. Instead, they will be briefly summarized and the specific approaches which appear to be suitable for solving the problems on the Lolo will be identified.

Several of the analysis procedures in use are designed for other purposes, but the process used is helpful in prioritizing specific recreation projects. For example, procedures have been developed for setting priorities for land acquisition,^{11 29} determining suitability of lands for wilderness,¹² determining development costs for nonwilderness opportunities,²² stratifying range allotments based on needs for planning,²⁷ and making detailed cost analysis for prioritizing costly construction and rehabilitation projects.^{8 10 17 21}

Most of the systems are designed for use at the Regional level and establish procedures for developing 5-year capital investment programs.²⁴ Few of the procedures are actually designed to deal with the smaller scale facilities and improvements the Forest and Districts must decide on to provide for dispersed recreation or minor improvements to developed sites.

A paper written by H.M. Gregersen⁴ in 1974, was found to be particularly helpful. In his search for the "state of the art" of recreation project evaluation procedures, Gregersen surveyed all state recreation agencies. He received 46 responses which included information outlining approaches being used to identify, prepare, analyze, and evaluate outdoor recreation projects. Based on his review of the responses, Gregersen identified several alternate approaches were being used. The level of sophistication varied greatly among states. Some merely went to the field, looked at the site, and decided whether it was suitable or not. Other states used highly complicated systems of analysis that included forecasts of demand, quantification of benefits, environmental analysis and social assessment. Gregersen concluded that one of the first steps in approaching the recreation valuation problem is to develop ranking systems for prioritizing specific projects, based on a combination of criteria relating to the needs of the environment, society, and the institution.

Ranking systems are being used by the state of New York,⁹ Utah,¹³ the Heritage Conservation and Recreation Service,²⁹ the Southwestern Region of the U.S. Forest Service (R-3),²¹ and the Bitterroot National Forest in the Northern Region (R-1).¹⁴

A careful review of all of the approaches made available indicates they can be grouped into five major alternative courses of action as described below.

Description of Alternatives

1. Alternative A - No Action. This alternative would continue the current situation for selecting projects for implementation. The Region would provide general guidance to the Forest in the form of annual goals and objectives. The Forest would establish targets for each specific activity and the Ranger Districts would decide how and where the funds would be used based on knowledge of local needs.

2. Alternative B - Benefit/Cost Analysis. Potential recreation projects would undergo a detailed economic analysis. The cost of construction and annual operation of each facility would be determined. The Forest management team would review all District project proposals and fund those which provide the greatest rate of return on the dollars invested.

3. Alternative C - Environmental Concern. Develop an analysis procedure which would give priority for funding recreation projects to those which emphasize protection of the Forest resources. Funds will be used to harden sites which are being damaged by existing use or to close areas to use when necessary to prevent further deterioration. Increased funding would be used to educate users, patrol recreation areas, and enforce rules and regulations relating to resource protection.

4. Alternative D - Social Benefits. Develop an analysis procedure which would give priority to meeting the present and future social needs of the various user groups. Satisfying recreational preferences and providing quality settings for recreation opportunities would be the goal of management. High levels of service and maintenance would be provided.

5. Alternative E - Combination of A, B, C, and D. Develop an analysis procedure which considers local conditions, social needs, and cost effectiveness as well as protection of the biophysical resources. Priority would be given to those projects which provide the best combination of positive benefits.

VII. EFFECTS OF IMPLEMENTATION

Alternative A

This alternative would tend to perpetuate the existing management situation. A strong point of the current method of selecting projects is the fact that managers in the local area with knowledge of local conditions and needs are involved in the process. Weak points include the possibility that inconsistencies in emphasis would continue between Ranger Districts. Personal bias would tend to favor certain activities at the expense of providing for a broad spectrum of opportunity. Depending on the management philosophy of the local manager, emphasis could be weighted solely in favor of resource protection in one area and service to the public in another.

Without an objective method of establishing priorities, certain user groups could be overlooked. Funds could be inefficiently used by providing facilities in locations that are not of highest priority.

While national and regional goals and objectives help guide planning, they do not provide enough specific information to the local manager to decide specifically which activity is to receive highest priority and where facilities can meet the greatest public need.^{3 19}

Alternative B

This alternative would focus management emphasis on those specific activities and areas where demand exceeds supply. Funds would be used on areas which are already popular or where sufficient use could be attracted to justify the investment. A smaller number of areas would qualify for recreation investments. Little used sites would be phased out or be maintained at minimal service levels.

Calculation of benefit/cost analysis are often complex requiring the services of an economist. Detailed analysis of recreation projects seems questionable at the time the Ranger Districts submit project proposals for consideration by the Forest management team.

While benefit/cost criteria are important, they are only part of the many factors which must be considered. The goal of the U.S. Forest Service is to provide a broad spectrum of dispersed and developed recreation opportunities in accord with identified needs and demands.²⁰ Placing primary emphasis on cost effectiveness above would provide for only certain kinds of needs.

Another problem with using benefit/cost analysis is the difficulty of placing economic values on social benefits. When the process is used, guidelines should be set down, so projects are evaluated on the same terms. Otherwise exaggeration of outputs, personal bias, or cheating can enter in resulting in very misleading data.

The 1980 RPA program has placed dollar output measures on recreation visitor days of various types of recreation use.² This has been done to provide an estimate of tradeoffs for different types of land management. However, according to Hite,⁶ not all costs and benefits are quantifiable in money terms. When we dam rivers, we trade one kind of recreation for another. The cost of opportunities lost when we construct a new facility is difficult to measure but should be a consideration.

While cost effectiveness measures are often valuable in choosing between similar kinds of projects, they cannot be used to compare one activity with another nonrelated kind. For example, it is difficult to compare costs and benefits of swimming beaches with those of cross-country ski trails.

Gregersen points out that there are many examples of projects that are economically efficient but ridiculous in terms of consistency and workability.⁴

Alternative C

This alternative would place primary emphasis on the protection of the land and its resources. The principal goal would be to maintain the Forest system's natural balance. Only minimal facilities would be constructed as needed to reduce environmental disturbance.

Forester's have been trained to protect the land from a variety of harmful phenomena including wildfire, insects, disease, and livestock. Too often Forest recreation managers believe their primary responsibility is to "protect the forest from the recreation visitor." Protection of the basic resources will always be an important part of recreation management; however, with the issuance of the new outdoor role statement,¹⁶ the Forest Service has charted a new course which emphasizes an attitude of service to people.

The new planning guidelines for National Forest management²⁹ require monitoring and evaluation of management practices to determine how well objectives have been met. These objectives relate to both the protection of the environment and the use of the land for recreation purposes.

Alternative D

Management would emphasize an attitude of service to Forest visitors. Providing for a wide range of quality, recreation opportunities would have priority. When conflicts arise between user groups or the resources are threatened, additional facilities would be provided to disperse use and/or protect the resources of the area. Regulation of use would receive less emphasis and would be primarily directed toward protection of the recreation experience.

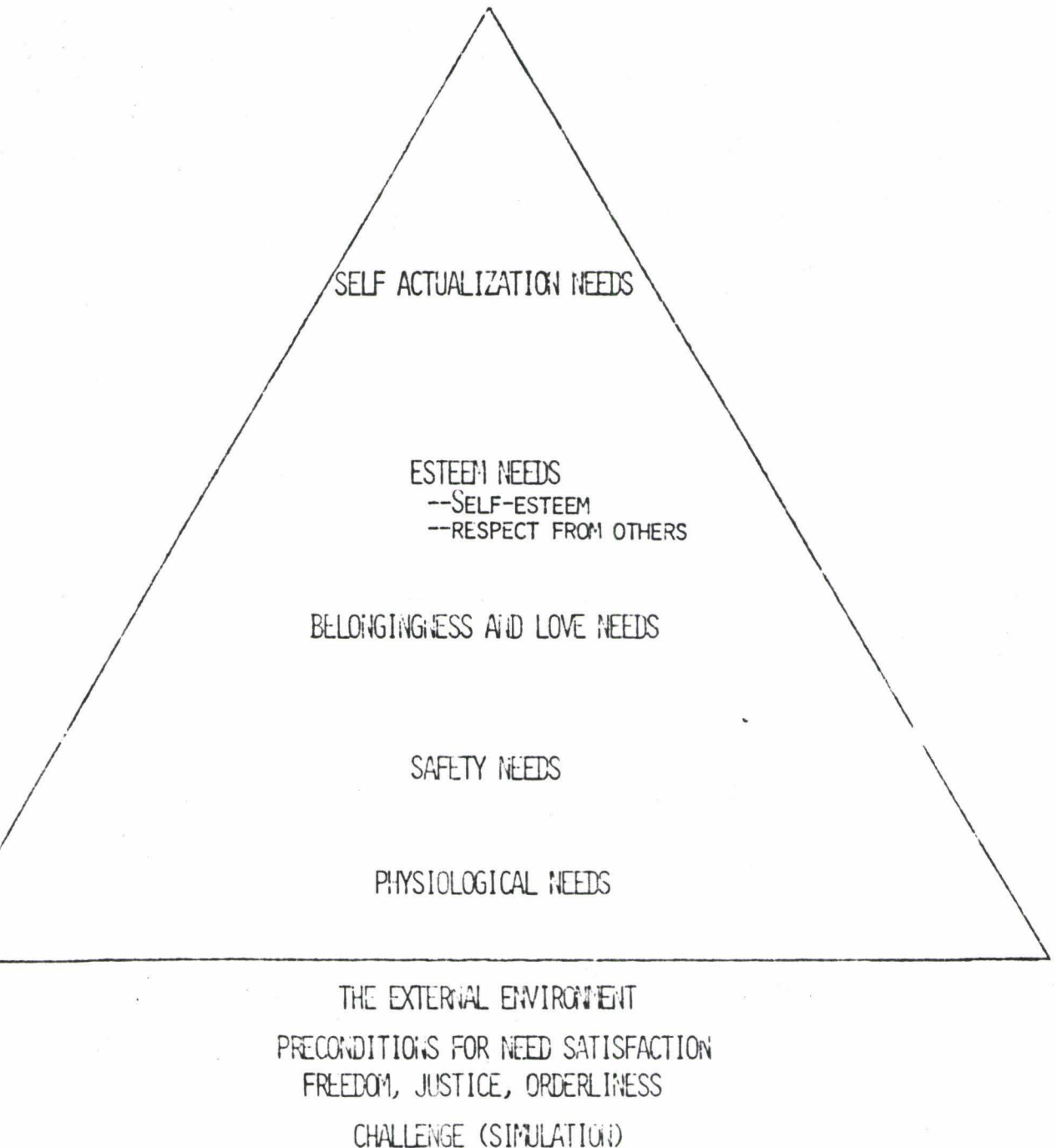
Facilities would be designed to accommodate a wide variety of activities and socioeconomic groups. Where possible, facilities would be kept open for the full season of use and be operated at near full service levels.

This alternative recognizes outdoor recreation meets psychological needs of people. According to Brantley,² there are virtues in recreation which can change people and bring out the best in them. Hogan⁷ used Abraham Maslow's hierarchies of human needs triangle to demonstrate the importance of unconfined recreation activity (see Table III). Once the individual's basic physiological needs, such as food, water, and sleep, are met, other needs become apparent. The needs for safety, love, belonging, self esteem, and mutual trust become important if the individual is to become a whole, self-actualized person. People having these needs met are likely to be more productive in their jobs, healthier, less likely to commit crime and more likely to be an assets to society.

Meeting the needs of Forest visitors is an important criteria, but selection of projects solely on the basis of such needs ignores the real world. Other factors, such as costs and protection of the environment, must be considered as well.

TABLE III

ABRAHAM MASLOW'S HIERARCHIES OF HUMAN NEEDS



Alternative E

All of the alternatives listed have some strong and weak points. This alternative attempts to draw on the strong points of each by creating an analysis procedure which incorporates many of their positive aspects.

The analysis procedure would be initiated on the Ranger District at the time the project is proposed. Recreation managers would complete a worksheet for each project. Based on information on hand and/or professional judgment, the manager would rate each of several criteria on a scale of 1 to 10. Each criteria would be weighted to reflect the importance the Forest management team assigns it. The criteria includes measures of how well each project meets Forest Service objectives, provides for human needs, protects resources of the biophysical environment, fits with other uses of the land, and responds to cost effectiveness considerations. The ratings of each criterion would be totaled. Other factors involved would be written into a short narrative. The District Ranger would assign all projects a District priority number.

Prior to submission of the projects to the management team for review and approval, like kinds of projects would be combined by the Forest Supervisor's staff. Ratings would be reviewed for consistency. The lists would then be prioritized based on the numerical ratings and other important factors. Next, the list would be submitted to the management team for review and approval. Available funding would be assigned to the highest priority projects and the remaining projects would be deferred until additional funding becomes available.

The effects of this alternative would be more efficient use of the available funds, greater ability to meet social needs, and provide for resource protection.

VIII. EVALUATION OF ALTERNATIVES

Description

Each alternative has been evaluated by comparing how well it responds to each criterion. The results of the evaluation are displayed in Table IV. The alternatives were arrayed against the criteria in a matrix. Alternatives were ranked relative to one another from 1 (poorest) to 5 (best) regarding the effect on the criterion. Each criterion has been weighted on a scale of 1 (low importance) to 10 (high importance). The weighted score was obtained by multiplying the ranking by the weighted value. The alternative with the highest total score is considered the most desirable.

Rationale

Following is the rationale that was used in ranking the alternatives against the criterion:

TABLE IV.

<u>Evaluation Criteria</u>		<u>Alternatives</u>				
		<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
1.	Compliance with Lolo Forest Plan management direction (10).	2 (20)	1 (10)	4 (40)	3 (30)	5 (50)
2.	Coordination with Forest Service Outdoor Recreation Role Statement (8).	2 (16)	1 (8)	3 (24)	5 (40)	4 (32)
3.	Provide for adequate protection of public health and safety (10).	3 (30)	1 (10)	2 (20)	5 (50)	4 (40)
4.	Consider preferences of user groups and provide quality opportunities (5).	3 (15)	1 (5)	2 (10)	5 (25)	4 (20)
5.	Contributes to conservation of energy resources (3).	2 (6)	5 (15)	4 (12)	1 (3)	3 (9)
6.	Provides flexibility to Forest Management Team (3).	4 (12)	1 (3)	2 (6)	3 (9)	5 (15)
7.	Easy to understand and provides consistent results (5).	1 (5)	3 (15)	2 (10)	4 (20)	5 (25)
8.	Emphasizes adequate protection of Forest resources (10).	3 (30)	1 (10)	5 (50)	2 (20)	4 (40)
9.	Considers impacts on other Forest uses (8).	3 (24)	2 (16)	5 (40)	1 (8)	4 (32)
10.	Provides a measure of cost effectiveness (7).	2 (14)	5 (35)	3 (21)	1 (7)	4 (28)
TOTALS		(172)	(127)	(233)	(212)	(291)
Ranking 1 (poorest) to 5 (best)		2	1	4	3	5

1. The most desirable alternative is considered to be the one that best complies with the management direction for developed and dispersed recreation in the Lolo Forest Plan.

2. The alternative that best complies with the goals outlined in the Forest Service Outdoor Recreation Statement is considered to be the most desirable.

3. Alternatives are ranked according to how well each potentially provides consideration for the public needs for safety and sanitation.

4. The best alternative is considered to be the one that considers a broad spectrum of recreation opportunities and settings to meet user preferences.

5. The alternative which reduces the amount of driving the majority of the potential recreation visitors must do to reach recreation facilities is considered the most desirable.

6. The most desirable alternative is the one which provides the Forest management team with the flexibility to shift emphasis as needed based on funding levels and recreation visitor needs.

7. The best alternative is the one most easily understood by the recreation managers using it and which provides consistent results with a minimum investment of time.

8. The most desirable alternative is considered to be the one which involves the least degradation to the soil, water, vegetation, wildlife, and other components of the natural environment.

9. The alternative which best considers the impacts of recreation on other uses of the Forest (such as timber production, wildlife habitat, livestock grazing, etc.) is most desirable.

10. The best alternative, in terms of cost effectiveness, is the one that best emphasizes efficient use of financial resources and a high rate of return on the investment.

IX. IDENTIFICATION OF THE PREFERRED ALTERNATIVE

Using the evaluation procedure outlined above, it has been determined that Alternative E is the preferred alternative. All of the alternatives have some positive aspects, and Alternative E incorporates many of these through a procedure which objectively evaluates individual projects in respect to each other.

A sample set of instructions and worksheets are enclosed in Appendix A for the proposed "Lolo National Forest Analysis Procedure for Prioritizing Recreation Projects." The procedure is proposed for use in identifying and ranking projects proposed for implementation in fiscal year 1981.

X. MANAGEMENT REQUIREMENTS AND CONSTRAINTS

Nothing in these procedures is intended to change any existing regulations or manual guidelines. The analysis procedure outlined in the appendix is proposed only as a tool to help guide the planning process to initiate a more balanced recreation program.

The procedure has not yet been tested in the planning process. Many adjustments and additions may be needed to streamline the procedure to make it a valuable management aid. All who use this tool are encouraged to suggest ways to improve it. If the process is going to work, changes must be made as needed to reflect current situations.

The management direction outlined in the Lolo Forest Plan requires closer coordination with the Statewide Comprehensive Outdoor Recreation Plan and the plans of local agencies as well as the general public. Recreation managers are encouraged to contact these agencies, outdoor recreation clubs, and interested individuals early in the planning process to obtain information on recreation facility needs. The prioritized listing of projects approved by the Forest management team should be made available to all interested parties for information.

XI. CONSULTATION WITH OTHERS

Several individuals have contributed suggestions and ideas for inclusion in this project. I would like to take this opportunity to thank all of those who helped.

Copies of the analysis procedure have been sent to recreation managers on the Forest and in the local area, and to Forest specialists who are part of the interdisciplinary team. All have been asked to comment on the procedure and to suggest ways to improve it. As soon as their comments are received, they will be incorporated as necessary, and the procedure will be submitted to the Forest management team for final approval.

Following is a list of individuals in the local area who have been consulted:

George Lucas, Forest Sciences Laboratory, U.S. Forest Service, University of Montana.

Windell Beardsley, Recreation Planner, Northern Region, U.S. Forest Service.

Jack Schultz, Regional Architect, Recreation and Lands, Northern Region, U.S. Forest Service.

Fred Stuart, Economist, Lolo National Forest.

Tom Greenwood, Recreation Division, Montana Department of Fish, Wildlife and Parks.

Gary Karuzsk, Missoula City-County Parks Administration.

Steve McCool, Recreation Department, University of Montana.

XII. APPENDIX

- A. Lolo National Forest Analysis Procedure for Prioritizing Recreation Projects, Instruction and F.Y. 1981 Worksheet.
- B. Proposed Policy Statements from Lolo Forest Plan:
 - 1. Recreation Issue No. 3 (Dispersed Recreation)
 - 2. Recreation Issue No. 4 (Developed Recreation)
- C. Literature Cited.

APPENDIX

APPENDIX A

ANALYSIS PROCEDURE FOR PRIORITIZING RECREATION PROJECTS ON THE LOLO NATIONAL FOREST

Worksheet Instructions (F.Y. 81)

The completion of the worksheet for an individual recreation project is the first step in the budgetary process for determining Forestwide priorities.

The purpose of the analysis procedure is to stratify the various projects into categories by type of project and relative importance using a set of 15 criteria. The final selection of the group of projects to be accomplished in a given fiscal year is the responsibility of the Forest Supervisor. The Forest Management Team (i.e., the Forest Supervisor, Program Officers, and Districts Rangers) will use the prioritized listing of projects in the decisionmaking process. The worksheet is merely a tool to help rank the projects in order that the strong and weak points of each can be determined and displayed in a systematic way.

The worksheets for similar kinds of projects can be a valuable tool for use in seeking public involvement from outdoor clubs, adjoining landowners, and other cooperating agencies. For example, the local snowmobile clubs could be contacted early in the process and asked to review the criteria and to submit suggestions on projects which best fit their needs. The District recreation manager would complete worksheets for each project and return a prioritized listing to the club for review and comment prior to submitting the list to the Forest Supervisor.

The worksheet may be revised from year to year to reflect changes in program emphasis determined needed by the Forest Management Team. Changes in public need and fluctuations in budget levels may require changes in the weight given to a specific criterion or the list of criteria.

Occasionally, projects are proposed by persons in the Forest Service or by outside groups which obviously rate low in priority on a Forestwide basis. These projects may have a few very good qualities but other serious drawbacks. The analysis procedure worksheet should be completed for these projects to display how they stack up.

Worksheets for projects not selected should be kept on file for future consideration or as documentation of their current status.

Comments or suggestions on ways to improve the effectiveness of the analysis procedure will be considered each year prior to submission of individual project information.

See sample of a completed worksheet attached.

Forest Priority. This number will be assigned by the Forest Management Team as part of the annual review for preparation of the program budget.

District Priority. This number will be assigned by the District Ranger prior to submission of the projects to the Forest Supervisor for analysis and ranking. Rank from 1 (high) to 10 (low).

District. District name.

Evaluator. Name of person rating project.

Recreation Activity Type and MIH Code. (See FSH 13C9.11, Management Information Handbook.) This information will be used to sort similar kinds of projects for ranking.

Project Name. Use short, descriptive phrase such as "Kitchen Gulch Trailhead Facility."

Location. Include name of drainage or other significant terrain feature and the legal description.

Description. Include sufficient detail to indicate the scope of the project such as the number and type of individual improvements planned.

Estimated Cost. Use the best information available. Do not include costs for program management or general administration. Show the dollars needed by type of appropriation. Certain types of projects may involve more than one kind of appropriation.

Status of Environmental Assessment. If not needed, insert NA. If needed but not yet complete, include estimated date assessment could be prepared.

Numerical Scoring of Criteria

Point Value. For ease of assessment, rate all criteria on a scale of 1 to 10. Negative values may also be used. The values for each criterion are relative, so use your best judgment in selecting the value that fits the project (i.e., it may be necessary to interpolate between the point values given).

Score. To obtain the score, multiply the point value by the weight factor.

CRITERIA FOR RANKING

I. MEETING IDENTIFIED OUTDOOR RECREATION NEEDS

Relationship of Project to Forest Service Outdoor Recreation Goals and Objectives

Base rating on how well the proposed project fits the goals and objectives outlined in the following:

1. The Forest Service Roles in Outdoor Recreation (Program Aid 1205)
2. FSM 2300
3. Regional Forester's Emphasis Items
4. Northern Region Goals and Objectives

Relationship of Project to Planned Recreation Experience Level and Policy Guidance in the Lolo Forest Plan

Refer to ROI Recreation Experience Type for the capability area as provided in the plan and to the policy guidance for Recreation Management Concerns 1 and 2, and Issues 3, 4, 5, and 6.

Relationship to Need for Facility/Opportunity in the Local Area

Determine whether or not similar facilities exist within a 25-mile radius of the site. If so, determine how adequate the facilities are and if there is an expressed need, by the public, for the addition.

Consideration of Hazards to Public Safety and Health

One of the most important criteria the recreation manager must follow is to insure recreation facilities used by the public are safe and sanitary. Serious hazards must be corrected either by warning signs, temporary closure, or reconstruction. Certain hazards may be of overriding concern and receive top priority for funding. In other cases, hazards may have to be tolerated and the public given adequate notice of the danger. Examples of unacceptable hazards include high-risk hazard trees, contaminated drinking water, and polluter toilets. Examples of hazards which may not be corrected and should be handled through public education and signing include normal tripping hazards such as tree roots and uneven ground and natural phenomena such as mosquitoes, snakes, and bears.

II. SITE LOCATION IN RELATION TO THE PUBLIC SERVED

Relationship of Facility to Potential User Population Within One Hour's Drive

Determine population within one hour's drive, or up to 50 road miles, from the proposed facility. Use the populations of cities, towns, and rural communities, from population estimates in Rand McNally or the latest census.

Average Travel Time From Location of Key User Groups

Base rating on the specific user groups most likely to use this facility. Determine the travel time required for most of these groups to reach the site by the typical method of transportation likely to be used during the operating season.

Adequacy of Access by Key User Groups

The intent of the rating is to determine how the existing access is likely to affect potential use of the site. For example, how easily can stock trucks or horse trailers reach the trailhead proposed for construction of horse facilities?

III. DIVERSITY OF RECREATION OPPORTUNITIES PROVIDED

Quantity of Recreation Activities Provided For

Using the listing of recreation activities in FSH 2309.11, Section 9, Exhibit 7, determine how many are likely to be accommodated by this facility during the next 5-year period. Incidental use should not be considered.

Length of Season Activities Will Be Accommodated

Base on the average season of use for the activities for which the facility is designed. An example of a long-season facility would be a parking lot which will provide for the needs of winter sports activities and hiking or horseback riding during the summer. A short-season facility would be a dispersed hunter camp located at a high elevation.

IV. CONSIDERATION OF ENVIRONMENTAL IMPACTS

Reduction of Recreation Related Impacts to Components of the Biophysical Environment

Do not rate this criterion if there is no recreation activity taking place at the site.

The intent is to display the seriousness of existing resource problems needing correction. Base ranking on the results of the environmental analysis, identified specialists comments, or professional judgement.

Coordination of the Project with Other Resources and Land Uses

Do not rate this criterion for recreation facilities already in existence unless there are serious conflicts which may justify closure.

Consider key uses of the area based on a review of the selected management of the capability areas involved and other uses actually taking place in the area. (Examples include potential conflicts with timber production, livestock grazing, special use summer homes, key wildlife habitat, mining operations, and other recreation activities.)

V. CONSIDERATION OF SOCIAL AND ECONOMIC FACTORS

Origin of Population Served

The intent of this criterion is to evaluate the importance of the proposed facility from a national or multi-state basis as opposed to local needs. The purpose is not to justify project based on their proximity to interstate or other federal highways.

Base estimate on a comparison similar facilities are receiving in the general area or on professional judgement.

Diversity of User Population

Consider how wide a segment of society is likely to be served by this facility. Does the facility design prevent use by the elderly and the handicapped? Will use be restricted to persons in high income levels who can afford expensive equipment?

Base rating on current use of similar facilities or professional judgement.

Estimation of Annual Cost of Facility

Make a realistic estimate of the expected average annual visitor use this facility is likely to receive over the next 5-year period. Base estimate on comparison with similar facilities in the area.

Considering the type of construction and materials used, estimate the expected life of the facility with average maintenance.

Determine the average annual facility cost by:

1. Dividing the construction cost by the expected years of service life.
2. Add average annual construction costs to the average annual cost of administration, maintenance, and cleanup.

Base estimates on current cost of similar kinds of facilities listed on the RIM Facility Condition Record.

Determine the annual cost per visitor day by dividing the average annual facility cost by the anticipated average annual visitor day use.

Estimated Annual Dollar Value of Visitor Use Based on Current Average RPA Estimates per Recreation Day

The intent of this criterion is to present a relative index of the value of the project to society. It is essential to use reasonable estimates of anticipated use.

The current RPA values per visitor day are included in the formula. As these values are updated, the form will be revised.

Compilation of Scores by Component

Transfer individual scores for each category to the blanks shown. Total scores and assign District priority number based on a scale of 1 (high) and 10 (low).

The Districts priority is not necessarily based on the projects with the highest score. The narrative section of the worksheet should be used to briefly describe why the priority was assigned. Include information on any of the special factors listed as deemed important for consideration by the Forest Management Team.

Additional questions concerning uses of the analysis procedure should be referred to the Recreation Staff Officer.

Forest Priority 3District Priority 1

LOLO NATIONAL FOREST
ANALYSIS PROCEDURE FOR PRIORITIZING RECREATION PROJECTS

Fiscal Year 81 Worksheet

Date 2/10/80District: Missoula Evaluator: Bob ForestRecreation Activity Type and MIH Code: A05-Rec. Site ConstructionProject Name: Blue Mountain River AccessLocation: Bitterroot River, SW 1/4, Section 35, T13N, R20W.

Description: Construct 500ft. access road, small parking lot for 15 vehicles, concrete ramp for launching portable boats (canoes & rubber rafts). Install fire ring with wooden benches, gravelled paths and a double vault toilet. (Handicap design).

Estimated Cost: \$12,500 P&M, \$4,500 FR&T,Rehabilitation, ConstructionStatus of Environmental Analysis: ✓ Completed 1/15/80 Not Completed

Weight

Factor Score

Criteria for Ranking

Point

Value

I. Meeting Identified Outdoor Recreation Needs

A. Relationship of project to Forest Service outdoor recreation goals and objectives.

10 100

1. Fully complies with Forest Service role.

(+10)

2. Moderately in compliance.

+ 6

3. Only partially in compliance.

+ 3

4. Neither supports Forest Service role nor opposes it.

0

5. In opposition to Forest Service role.

-10

8 80

B. Relationship of project to planned recreation experience level and policy guidance in the Lolo Forest Plan.

1. Fully compatible with policy guidance.

(+10)

2. Moderately compatible.

+ 6

Weight Factor	Score	Criteria for Ranking	Point Value
		3. Only partially compatible.	+ 3
		4. Neither compatible nor incompatible.	0
		5. Incompatible with policy guidance.	-10
3	<u>18</u>	C. Relationship to need for facility/ opportunity in the local area (25-mile radius).	
		1. No similar facility/opportunity ex- ists in local area.	+10
		2. Similar facilities exist but are in- adequate.	+ 6
		* <i>Only 3 public river access sites within 10 miles of Missoula.</i>	
		3. Similar facilities exist, but addi- tion needed to fulfill public need.	+ 3
		4. Other facilities exist and are cap- able of handling current need.	0
		5. No expressed need exists for this facility.	-10
10	<u>30</u>	D. Consideration of hazards to public safety and health.	
		1. Corrects a hazard which is known to have caused serious injury or illness at this site.	+10
		2. Corrects a currently existing hazard which is likely to cause injury or illness.	+ 6
		3. Corrects an undesirable situation which has potential for causing in- jury or illness.	+ 3
		* <i>Sanitation problem exists from improper disposal of human waste.</i>	
		4. Project neither corrects nor creates potential safety or health problems.	0
		5. Project as proposed creates potential unacceptable safety or health pro- blems.	-10

Weight Factor	Score	Criteria for Ranking	Point Value
II. <u>Site Location in Relation to the Public Served</u>			
5	<u>40</u>	A. Relationship of facility to potential user population within 1-hour drive (i.e., 50 miles).	
		1. Population of 75,000+.	+10
		2. Population of 50,000 to 74,999.	(+ 8)
		3. Population of 25,000 to 49,999.	+ 6
		4. Population of 10,000 to 24,999.	+ 4
		5. Population of less than 10,000.	+ 2
3	<u>30</u>	B. Average travel time from location of key user groups.	
		1. Less than $\frac{1}{2}$ hour.	(+10)
		2. $\frac{1}{2}$ hour to $\frac{1}{2}$ hour.	+ 8
		3. $\frac{1}{2}$ hour to 1 hour.	+ 6
		4. One hour to $1\frac{1}{2}$ hours.	+ 4
		5. More than $1\frac{1}{2}$ hours.	+ 2
2	<u>14</u>	C. Adequacy of access by key user groups: (Access to within $\frac{1}{2}$ mile of site)	
		1. Excellent (paved, 2-lane roads or better).	+10
		2. Very good (graveled, 2-lane road). * 2 lane road very narrow in places.	+ 8
		3. Good (graveled, 1-lane road with turnouts).	(+ 7) + 6
		4. Fair (dirt, 1-lane road with turnouts).	+ 4
		5. Poor (dirt, 1-lane road without turnouts).	+ 2
III. <u>Diversity of Recreation Opportunities Provided</u>			
3	<u>18</u>	A. Quantity of recreation activities provided for. (Refer to FSH 2309.11, section 190, exhibit 7.)	

Weight Factor	Score	Criteria for Ranking	Point Value
		1. More than seven activities.	+10
		2. Six or seven activities.	+ 8
		3. Four or five activities.	(+ 6)
		4. Two or three activities.	+ 4
		5. Only one activity.	+ 2
5	<u>40</u>	B. Length of season activities will be accommodated.	
		1. Year-round (10 to 12 months).	+10
		2. Long season (5 to 10 months).	(+ 8)
		3. Normal season (3 to 5 months).	+ 6
		4. Somewhat limited season (1 to 3 months).	+ 4
		5. Short season (less than 1 month).	+ 2
IV. <u>Consideration of Environmental Impacts</u>			
10	<u>60</u>	A. Reduction of recreation-related impacts to components of the biophysical environment (applies to areas already in use).	
		1. Project corrects or substantially reduces serious resource impacts of current recreation activities.	+10
		2. Project reduces further degradation of resources caused by current recreation activities.	(+ 6)
		3. Project makes no significant contribution toward reducing current impacts on resources.	+ 3
		4. Project has a minor negative impact on resources.	0
		5. Project, as currently planned, may have an unacceptable negative impact on resources.	-10
8	<u>64</u>	B. Coordination of the project with other resources and land uses (applies to facilities or activities being proposed for areas not currently being used).	

Weight Factor	Score	Criteria for Ranking	Point Value
		1. Fully compatible with other resource/ land uses.	+10
		2. Moderately compatible with other re- source/land uses.	+ 8
		* Will interfere with cattle use in late summer unless a drift fence is installed.	
		3. Somewhat compatible with other re- source/land uses.	+ 6
		4. Incompatible; however, adverse impacts will be mitigated or can be tolerated.	+ 3
		5. Incompatible and cannot be mitigated or tolerated as project is currently planned.	-10
		V. <u>Consideration of Social and Economic Factors</u>	
3	<u>12</u>	A. Origin of population served.	
		1. Facility is likely to be used by visitors from states located through- out the Nation (estimated 20 states annually).	+10
		2. Facility is likely to be used by visitors from a few states located in the Northwest.	+ 8
		3. Visitors are most likely to be resi- dents of Montana and northern Idaho only.	+ 6
		4. Visitors are most likely to be resi- dents of western Montana only.	+ 4
		5. Visitors are most likely to be local residents residing within a few miles of the site.	+ 2
5	<u>50</u>	B. Diversity of the user population.	
		1. Facility is suitable and will likely be used by a wide variety of socio- economic groups including both sexes, young to elderly age groups, and per- sons with physical disabilities.	+10
		2. Facility will likely serve most but not all of the groups listed under 1 above.	+ 8

Weight
Factor Score

Criteria for Ranking

Point
Value

3. Facility will serve three or more of the groups listed in 1 above. + 4
4. Use of the facility will be limited to persons within a very narrow range of socioeconomic groups. + 2

8 64

C. Estimation of annual cost of facility.

Estimated annual visitor use: 2000 +
(Visitor Days).

Estimated facility life 15-20 years.

Estimated average annual facility cost:
\$ 2800.

(Include prorated cost of facility plus annual costs of administration, operation, and cleanup.)

1. Annual cost/Visitor Day \$1 or less. +10
2. Annual cost/Visitor Day \$1.01 - \$5. (+ 8)
3. Annual cost/Visitor Day \$5.01 - \$10. + 6
4. Annual cost/Visitor Day \$10.01 - \$25. + 3
5. Annual cost/Visitor Day more than \$25. 0

5 30

D. Estimated annual dollar value of visitor use based on current average RPA estimates per Recreation Visitor Day.

1500 RVD recreation (developed or dispersed) x \$3/RVD = \$ 4,500.

N/A RVD wilderness use x \$8/RVD = \$ _____.

N/A RVD big-game hunting x \$10.50 per RVD = \$ _____.

N/A RVD other game hunting x \$8/RVD = \$ _____.

100 RVD nongame use x \$7.25/RVD = \$ 725.

400 RVD cold-water fishing x \$5.25/RVD = \$ 2,100.

TOTAL \$ 7,325.

<u>Weight Factor</u>	<u>Score</u>	<u>Criteria for Ranking</u>	<u>Point Value</u>
		Estimated annual dollar value of visitor use:	
		1. More than \$25,000.	+10
		2. \$10,000 - \$24,999.	+ 8
		3. \$5,000 - \$9,999.	(+ 6)
		4. \$2,500 - \$4,999	+ 4
		5. Less than \$2,500.	+ 2

Compilation of Scores by Component:

	<u>Score</u>
I. Meeting Identified Outdoor Recreation Needs	<u>228</u>
II. Site Location in Relation to the Public Served	<u>84</u>
III. Diversity of Recreation Opportunities Provided	<u>58</u>
IV. Consideration of Environmental Impacts	<u>124</u>
V. Consideration of Social and Economic Factors	<u>156</u>
TOTAL SCORE	<u>650</u>
*District Priority	<u>1</u>

* District priority should be ranked on a scale of 1 (high) to 10 (low). Consider both the total score for the components listed above as well as other special factors which are important for the standpoint of the District. Following are examples of other factors which should be considered:

1. Opportunity to capitalize on outservice assistance.
2. Availability of funds from other sources.
3. Local problems with vandalism.
4. Social needs of the local population.
5. Needed coordination with local governments, clubs, and organizations.
6. District's ability to carry out the project (i.e., availability of qualified personnel, materials, equipment, etc.).
7. Special needs for implementing in "National Forest Host" program.

Discussion of District priority: This facility will give fisherman and riverfloaters access to 15 miles of the Bitterroot River from Blue Mountain Recreation Area to Harpers Bridge. The current congestion at the McClay Bridge will be reduced. Conflicts will be reduced at the Blue Mtn. Trail head. The parking lot will be available for ice fisherman in the winter. The Missoula County High School Forestry Project has expressed intentions to provide assistance with the construction.

MIH Code **A05**

Fiscal Year 1981

Date 9/15/80

Recreation

Activity Type Recreation Construction

[illegible]

[illegible]

APPENDIX BPOLICY STATEMENT TO RESOLVE
RECREATION MANAGEMENT CONCERN NO. 2STATEMENT OF CONCERN

"There is a need for more coordinated planning for metropolitan area recreation; e.g., areas of high use in the Missoula area."

DESIRED SOLUTION

Policy Statement.

AREAS UNDER CONSIDERATION

Blue Mountain, Pattee Canyon, and Fort Fizzle and other areas of concentrated public use. (The Rattlesnake area is regarded as a separate issue and will not be considered here.)

CURRENT SITUATION

Areas such as these, with their proximity to population centers, are in demand for a variety of year-round uses. They fill an intermediate need between the city park and the more remote Forest recreation areas, similar in some respects to county lands elsewhere. To many people these areas represent as much of the Forest as they ever normally visit. In those areas, visitors find developed recreation sites, scenic drives, stream and riverside zones, cross-country skiing, nature study, historic interpretation, and at times, hunting, fishing, and wood gathering.

The areas have progressed through several stages of management. From use by the army (historically), National Guard (Blue Mountain), through the kegger-litter-vandalism-dumping-ORV-target shooting era, to the present semi-regulated activities, the lands have undergone a strenuous competition for use.

Recent management actions have tended toward strong visitor regulation and a somewhat piecemeal approach to recreation opportunity planning.

The Forest Service has tried to respond to the demand for group use sites, marked trails for skiers, motorcycles, horses, hikers, and nature study. But no overall master plans for development yet exist and the demand for other uses continue. Requests for opportunities for the elderly, handicapped, canoeist, ORV user, target shooter, and for more sites for the existing user are continually heard. Without a coordinated development plan, mistakes are made in specific site development.

These sites support more than recreation. For example, Blue Mountain provides forage for cattle under permit, is partially open to woodcutting and hunting, and has stands of commercial and young manageable timber. The Montana National Guard, U.S. Army Reserve, and University of Montana ROTC use the area for military training including firearms practice. Pattee Canyon likewise has timber management opportunities which can enhance

esthetics, recreation, and wildlife while providing a small timber contribution. They provide fine opportunities for "demonstration areas" for multiple use while recognizing recreation as the key factor.

During a time of energy consciousness, these areas become increasingly more valuable for recreation opportunities on a nature-dominated environment.

In a few cases, the quality and variety of recreation opportunities available on these areas are being threatened by subdivisions and commercial development adjacent to the National Forest land. This trend is likely to continue in the future as the population increases.

SUBISSUES RELATED TO MANAGEMENT CONCERN NO. 2

1. Coordination between disciplines within the Forest Service needs to improve.
2. External coordination between the Forest Service and groups/agencies such as the following needs to be sought in order to meet the public's needs for recreation:

5-Valleys River Parks Association
 University of Montana School of Forestry
 RC&D
 RSID (Rural Special Improvement District)
 Missoula City-County Park Department
 Campus Recreation
 Montana Department of Fish, Wildlife and Parks
 Private landowners
 Missoula Vo-Tech
 City-County Planning Board
 BNI, CIC, MPC, State
 Visitor groups (skiers, picnickers, horsemen, motorcyclists, etc.)
 Senior citizens and handicapped
 School administrators
 County Sheriff
 National Guard
 Heritage Conservation and Recreation Service
 Historical clubs and associations

EVALUATION CRITERIA

1. The selected alternative must result in the development of integrated master plans for the National Forest land in the Missoula area.
2. The selected alternative should be compatible with the basic Forest recreation philosophy and the essential landscape characteristics now present.
3. The selected alternative should recognize the multiple use philosophy while continuing with recreation as the principal use on selected sites.

4. It should be as responsive to the needs of the local population as possible while continuing the land and water resource protection measures already begun.
5. It should be within the constraints and guidelines of Forest Service policy and laws.
6. It should identify the needs of the Missoula area for recreation and assign agency responsibility for provision of different opportunities.
7. It should provide for imaginative opportunities to make the area more accessible to the elderly, handicapped, minority, and young.

ALTERNATIVE POLICY STATEMENTS TO RESOLVE MANAGEMENT CONCERN NO. 2

- A. Trade, sell, donate, or otherwise dispose of the sites to another agency equipped to plan, develop, and manage them in a total recreation manner.
- B. Make formal agreements for joint or sole management responsibilities on all or portions of the areas.
- C. Continue Forest Service management and prepare master plans (FS) for the areas integrating appropriate internal disciplines and external interests. Identify recreation needs and programs to fulfill needs.
- D. Continue Forest Service management and prepare master plans for the areas integrating appropriate internal disciplines and external interests. Identify recreation needs and programs to fulfill needs. Obtain easements or acquire small parcels of land located adjacent to the high use areas which are identified in the master plans as needed to enhance the spectrum of available recreation opportunities.

SELECTION OF PREFERRED ALTERNATIVE

Alternative D is the preferred alternative.

Reasons for the selection:

1. Under this policy, the Forest can meet the evaluation criteria.
2. Under this policy, a wide spectrum of recreation opportunities compatible in a Forest setting can be made available to a wide segment of society.
3. The Forest Service would be better able to fulfill its role of providing developed and dispersed recreation opportunities in locations close to population centers, thereby reducing travel distances and fuel consumption.
4. The expenditure of recreation funds would be more efficient and a greater number of visitors would benefit in areas of concentrated use near the metropolitan area.

5. This policy would make it possible for the Forest to meet its assigned RPA targets providing for recreation use.
6. Intensive management of recreation in these areas is an important part of the policy for resolving Recreation Issues No. 3 and No. 4.
7. These areas provide the Forest Service an opportunity to capitalize on volunteer services provided by local individuals, clubs, and educational institutions.
8. Alternative A does not meet criteria No. 2, 4, and 5. Other agencies, such as the Missoula City-County Parks Department, lack the experience and expertise to totally manage these areas under the principles of multiple use. The Forest Service is better able to administer the wide spectrum of activities such as range, timber, fire, wildlife, etc.
9. Alternative B does not meet criteria No. 3 and 4.
10. Alternative C does not provide the opportunity to acquire contiguous lands needed for expansion to keep up with the local demand for new dispersed recreation opportunities or to enhance existing ones.

PROCEDURE TO IMPLEMENT THE PREFERRED ALTERNATIVE

1. Planning for the three areas will be based on an evaluation of how each can best complement recreation programs provided by other Federal, State, and local agencies and private interests throughout the Missoula metropolitan area. A steering committee consisting of representatives of the Forest Service and selected individuals from the groups and agencies listed under "Subissues Related to Management Concern No. 2," No. 2, will be consulted to determine the role of the Lolo National Forest in providing for recreation opportunities in the local area.
2. If the steering committee recommends the Forest Service should take the lead on planning, master plans for each of the three areas will be developed by a Forest Service interdisciplinary team.
3. Guidelines outlined in "The Forest Service Roles in Outdoor Recreation" Program Aid 1205 and the Regional Forester's Emphasis Item on Dispersed Recreation will be considered in developing the master plans.
4. Workshops will be scheduled to solicit public involvement in the development and review of the master plans.
5. Contiguous lands which have potential for enhancing or expanding recreation opportunities on the three areas will be identified. Recreation composite plans will be developed for possible acquisition of needed lands using land and water conservation funds. Following is a list of specific parcels which will be considered for acquisition:

- a. Lands adjacent to Pattee Canyon Recreation Area - Private and State lands in sections 25, 31, and 32, T. 13 N., R. 18 W.; section 6, T. 12 N., R. 18 W.; and section 12, T. 12 N., R. 19 W., P.M.M. The purpose of these acquisitions will be to add a visual quality buffer zone between the area and private subdivisions and to enhance recreation opportunities for hiking, cross-country skiing, etc.
- b. Lands adjacent to Blue Mountain Recreation Area - Acquire scenic and recreation easements on private lands between the National Forest and the Bitterroot River in sections 34 and 35, T. 13 N., R. 20 W., P.M.M. The purpose of these acquisitions will be to protect visual quality and to allow public access to the area along the Bitterroot River. Acquire private lands in section 32, T. 13 N., R. 20 W., and section 6, T. 12 N., R. 20 W., P.M.M. The purpose of these acquisitions will be to protect recreation opportunities along the Blue Mountain Equestrian and Hiking National Recreation Trail.
- c. Lands adjacent to Fort Fizzle National Historic Site - Acquire private lands in the south one-quarter of section 36, T. 12 N., R. 21 W.; the SW $\frac{1}{4}$ SW $\frac{1}{4}$ and NW $\frac{1}{4}$ SW $\frac{1}{4}$ of section 31, T. 12 N., R. 20 W.; and the north half of section 1, T. 11 N., R. 21 W., P.M.M. The purpose of these acquisitions will be to preserve the scenic quality and to prevent private or commercial development on lands immediately adjacent to the historic site.
6. The plans should determine the types of facilities and services needed by the public for each area and whether they should be provided by the public or private sector.
7. A time line will be developed for each plan to insure appropriate specialist and public input is acquired and included in the planning process at the proper time.

DOCUMENTATION OF COMMITTEE PARTICIPATION

The following committee was appointed to participate in the formulation of the policy statement for this management concern:

Bob Mutch (Chairman)
Bob Brandenberger
Wen Beardsley
Jim Dolan

Homer Bowles
Steve Morton
George Barce

The meeting was held on Friday, July 13, at Fort Missoula.

Wen Beardsley was unavailable for the meeting because of a previous commitment on another Forest. Bob Brandenberger reviewed and commented on the policy statement, but did not participate in its development. Homer Bowles was not present at the meeting because of a commitment to participate in a Regional range management service trip on the Missoula and Powell Ranger Districts. He reviewed the meeting notes and assisted with

the writeup of the policy statement package the following week. Steve McCool, Professor of Recreation, University of Montana, attended the meeting and participated in the development of the policy.

All committee members have been forwarded copies of the proposed policy statement and asked to comment on it.

**POLICY STATEMENT TO RESOLVE
RECREATION ISSUE NO. 3**

STATEMENT OF CONCERN

"What kinds of access and facilities (trails, toilets, plowed parking lots, unloading ramps, and so forth) should be provided for the Forest users' dispersed recreation needs?"

DESIRED SOLUTION

This issue will be resolved by a policy statement. Factors that will be analyzed by the I.D. Team in its recommendation will include: suitability and opportunity for types of use on a given area (from ROI), opportunity to minimize user conflicts and impacts of recreational uses on other resources, public safety, demand and need for access and facilities based on current and projected use, cost effectiveness of providing access and facilities based on investment and maintenance costs relative to potential use and public benefit.

REFERENCE DOCUMENTS

The following references contain information and data relating to the types of facilities available, public need and demand, costs of construction and maintenance, and opportunity to minimize conflicts.

1. The Forest Service Roles in Outdoor Recreation - Program Aid, 1205.
2. Recreation Improvement Guide, Northern Region, Forest Service, USDA.
3. Recreation Opportunity Inventory and Evaluation, Northern Region, Forest Service, USDA.
4. Recreation Opportunity Spectrum Guide, Region 2, Forest Service, USDA.
5. Montana Statewide Comprehensive Outdoor Recreation Plan - 1978, Montana Department of Fish and Game.
6. One-Third of a Nation's Land, Report of the Public Land Law Review Commission, June 1970.
7. Completed Lolo National Forest Multiple Use Unit Plans, Forest Service, USDA.
8. The Forest Service Recreation Perspective - an extension of the RPA Recommended Program.
9. R-1 Regional Forester's Goals and Objectives and Emphasis Items for Dispersed Recreation.
10. Lolo National Forest Recreation Information Management System - Facility Inventory and Condition Record and Annual Use Reports.
11. Lolo National Forest Recreation Opportunity Guide.
12. Lolo National Forest Trail Assessment and Condition Surveys.

PRIMARY TARGET AUDIENCE OF POLICY STATEMENT

Recreation Staff Officer, Resource Specialists, District Rangers, and Resource Assistants. (Primarily those who would use the plan for setting priorities for development and budget preparation.)

CURRENT SITUATION

The Forest offers the visitor a wide variety of environments suitable for dispersed recreation activities. The public is becoming increasingly aware of available opportunities and use levels are increasing for most activities including hiking, jogging, horseback riding, trail biking, bicycling, cross-country skiing, snowmobiling, and boating.

The basic trail system is considered to be the key dispersed recreation facility on the Forest. The trail system is being expanded to include trails once abandoned as well as recently designated trails for cross-country skiing and snowmobiling. At the present time, approximately 1,800 miles of general trails, 135 miles of cross-country ski trails, and 250 miles of snowmobile trails are being maintained. Many of these trails have potential for inclusion in the National Trails System. Three of the Forest's trails have been accepted into the system to date and others are expected to be added soon.

The quantity of trails on the Forest has been significantly reduced because of road construction and timber sale activities (i.e., 2,313 miles of trail in 1959 to 1,800 miles in 1979). Many of the trails which remain on the system are in need of heavy maintenance or reconstruction. Several trails have been damaged by heavy use, lack of maintenance, or impacts resulting from other resource activities.

The Forest has provided a variety of facilities designed to accommodate the trail user. Examples are signs, small parking areas, loading ramps, hitch racks, fire rings, and trail bridges. Many of these existing facilities are in substandard condition due to lack of maintenance. Lack of adequate funding and staffing to keep up with the expanding workload is considered to be a primary cause.

Facilities are nonexistent or inadequate for many forms of dispersed recreation near population centers and in areas of concentrated use.

The following are some examples the Lolo may want to emphasize. There is a danger in expanding recreation opportunities, however, in that the total effort may become diluted, especially if the funding for administration and maintenance does not keep pace. Also, new efforts may not be within the role of the Forest. There is no doubt that the Lolo could create demands for most any recreation activity through development and marketing.

1. Dispersed campsites.
2. Canoe and raft launch and takeout sites.
3. Bikeways, jogging paths, and motorcycle trails.
4. Cross-country ski trails, snowmobile trails, and winter shelters.

5. Environmental education trails.
6. Access for interpreting cultural resources.
7. Areas for gathering firewood, berries, and other forest products.
8. Facilities that will make opportunities available to the elderly and handicapped.
9. Parking and related facilities at trailheads.
10. Mountain hut or chalet systems.

Recreation activities tend to be concentrated in a few areas which are well known to the public, resulting in overcrowding. In some cases, incompatible uses take place on a single area and conflicts between user groups result. Many of these problems occur because the Forest Service has not provided adequate information to the public on other areas available for specific types of activities. In 1978, the Forest prepared a Recreation Opportunity Guide for Missoula District as a pilot project. The guide provides information on alternate locations for a wide variety of recreation activities and includes information pertaining to health, safety, resource protection needs, and environmental education. The guide has received a broad base of public support to date and demand exists to expand the guide to include opportunities throughout the Forest. The intermingled pattern of landownership on the Forest complicates the management of dispersed recreation opportunities and has led to many problems in the past. Examples include the destruction or damage of trails caused by road construction or logging activities, closed access, and snowplowed off ski trails. Better coordination is needed between the Forest Service, State of Montana, and corporate landowners to better accommodate the needs of the public involved in dispersed recreation.

CONSIDERATION OF SUBISSUES RELATED TO RECREATION ISSUE NO. 3

1. How will conflicts be minimized between user groups? (Examples: winter versus summer users, motorized groups versus nonmotorized, horse groups versus hikers, picnic groups versus kegger parties.)
2. Where will dispersed recreation facilities be provided to best serve the public need, be most cost effective, and reduce adverse impacts on the environment?
3. How will the recreation visitor be made aware of the dispersed recreation facilities that exist?

EVALUATION CRITERIA FOR FORMULATING POLICY STATEMENT

1. The policy statement must encourage and support the development of needed dispersed recreation facilities which are cost effective based on investment and maintenance costs relative to potential use and public benefit.
2. Guidance must be provided which will assist Forest personnel in selecting the more worthy projects for accomplishment within the constraints of the available budget.

3. The policy should emphasize the protection and enhancement of the Forest's basic trail system as a key recreation facility.
4. Information needs of the public should be addressed and emphasis should be provided to use opportunity guides and other brochures to disperse use away from problem areas to less used areas. Information should include special safety or health hazards which may be encountered.
5. Emphasis should be placed on expanding the nontraditional types of dispersed recreation facilities to meet the needs of the growing and ever-changing recreating public.
6. The policy statement should emphasize those opportunities which are close to population centers and which tend to reduce energy consumption requirements to reach recreation areas.
7. All facilities planned for construction must be in accordance with Regional standards as outlined in FSM and FSH, etc.

ALTERNATIVE POLICY STATEMENTS TO RESOLVE RECREATION ISSUE NO. 3

There are three major facets in resolving Issue No. 3. The first set will deal with the total level of activity or funding level desired using F.Y. 79 as a base year. This will give the Supervisor a foundation to allocate funds to dispersed recreation. (How will recreation compete for funds with other programs on the Lolo?)

The second set conveys alternatives that deal with programs within the dispersed recreation area. The last set describes methods for selecting projects for funding both by types and location.

Set A - Funding Level

- A. The Forest Service will provide no additional access or dispersed recreation facilities on the Forest. Existing facilities which have high administrative and/or maintenance cost when compared to actual public use will be phased out. Emphasis will be placed on maintaining existing facilities needed to provide for the safety and health of Forest visitors or to protect basic resources.
- B. The Forest Service will maintain the current level of access and dispersed recreation facilities. Emphasis will be placed on bringing existing facilities up to standard and, where possible, modify them to make them usable by a wide segment of society including the elderly and handicapped Forest visitors.
- C. The Forest Service will expand the current program to provide access and dispersed recreation facilities by 50 percent. All existing facilities will be brought up to adequate standards of maintenance and administration. New facilities will be constructed on sites with the potential to serve the highest level of public need.

- D. The Forest Service will greatly expand the access and dispersed recreation facilities on the Lolo Forest to provide for a wide spectrum of Forest-related recreation activities and range of skill levels available to Forest visitors including the elderly and handicapped. The current program will be expanded by a minimum of 100 percent. The program will provide for use of the Forest on a year-round basis in areas that will minimize conflicts between user groups and other Forest resources.

SELECTION OF PREFERRED ALTERNATIVE

Alternative D is the preferred alternative policy statement.

Reasons for selection:

1. Under this alternative, the Forest Service can meet all of the evaluation criteria.
2. This policy will make it possible for the Forest to meet assigned RPA targets providing for recreation use.
3. This policy complies with the Chief's statement on the "Role of the Forest Service in Outdoor Recreation."
4. This alternative allows the needed flexibility to provide for increased levels of use and to select the activities and specific locations for access and facilities as public needs change.
5. Alternative A will not allow the Forest Service to redeem its responsibility to provide for recreation opportunities or the protection of Forest visitors and the basic resources. Alternative A does not meet any of the evaluation criteria.
6. Alternative B does not meet evaluation criteria No. 1, 2, 3, 4, 5, or 6.
7. Alternative C does not meet evaluation criteria No. 3, 4, or 5. This alternative provides for a moderate expansion of the current program but not of sufficient magnitude to provide for the wider range of opportunities. Certain segments of the society would continue to be denied the opportunity to share in many activities.

Set B - Priorities of Programs in Dispersed Recreation

This set depicts in eight general categories how much the Lolo is spending on dispersed recreation. It also shows in the last column the preferred mix of dollars using the evaluation criteria. The footnotes explain the preferred percentages. No categories include wilderness but do include capital investments under \$5,000. There can be almost an infinite number of alternatives derived from this list, but generally it responds to the statement, "Here is how the Lolo National Forest is spending the dispersed recreation dollar now and here is where we want to spend any increases in funding."

The following matrix depicts the mix recommended by the committee using the evaluation criteria and professional judgment as guidance.

Distribution of Dollars at Three Funding Levels

Two selected percentages are assumed, 50% and 100% increases in funding.

<u>Activity</u>	<u>% Now</u>	<u>50% Increase</u>	<u>100% Increase</u>
1. <u>Dispersed Sites</u> (includes trailheads, dispersed sites, interpretive sites, etc.)	40%	35%	35% <u>1/</u>
2. <u>ORV Routes</u> (includes snowmobiles, 4x4 and motorcycle routes)	10%	8%	5% <u>2/</u>
3. <u>Winter Sports, Cross-Country and Snowshoe Trails, and Snow Play Areas</u>	5%	8%	10% <u>3/</u>
4. <u>Hiking and Horse Trails</u> (basic forest trail system)	35%	35%	35% <u>4/</u>
5. <u>Waterways and Access</u> (canoe trails, launch sites, fishing easements) Does not include swimming and boat sites with developed campgrounds.	3%	5%	5% <u>5/</u>
6. <u>Hunting and Fishing</u> (includes VIS and outfitter administration)	5%	5%	4% <u>6/</u>
7. <u>Mountain Climbing, Gem Collecting</u>	<1%	<1%	<1% <u>7/</u>
8. <u>Historical and Prehistorical Attractions</u> (includes Mullan, Lewis and Clark, and Nez Perce Trails, Fort Fizzle, inventory and evaluation)	<1%	3%	5% <u>8/</u>

1/ 50% and 100% percentages show an increase in program, but a decreasing share of the total funding. Emphasize a slight shift elsewhere.

2/ Percentages in 50% and 100% columns indicate a maintenance level in this area. This is primarily due to the effect of evaluation criteria No. 1. It would be difficult to enlarge the miles of trails suitable for this use at a reasonable cost.

3/ This emphasis area reflects an increasing program. This meets all criteria and is especially driven by criteria No. 1, 3, 5, and 6.

4/ The percentages show a constant share of the funds available which reflect a steadily growing program. The emphasis is to bring the system up to the designated standard.

5/ This shows an accelerating program, but the total is still only 5% of funds available. Criteria No. 1, 4, 5, and 6 are reflected here.

- 6/ Indicates a growing program but not at an accelerating level. Indicates a rising need to become more active in VIS and outfitter programs.
- 7/ Shows a maintenance level in this area. Most cost is VIS.
- 8/ Indicates a significant acceleration of this program and is especially responsive to criteria No. 1, 4, 5, and 6.

Set C - Programming and Budgeting Specific Projects

Once the total funding level (Set A) and the type of recreation activity have been agreed upon for emphasis (Set B), the specific projects will be programmed and budgeted.

1. F.Y. 80-85 - During this first part of the plan, the available dollars will be programmed and budgeted by professional judgment of the line officers (Forest Management Team) with the advice of Forest Recreation staff. To aid decisionmaking, the following items will be used to guide programming:
 - a. The criteria used in this issue (No. 1, 2, 4, 5, 6, and 7) will be used.
 - b. The "Forest Service Roles in Outdoor Recreation," Aid 1205.
 - c. RIM data (will help to show levels of use and maintenance needs).
 - d. Needs generated by other decisions in the Forest Plan.
 - e. Public interest or comments.
 - f. Trail funds will be allocated based on completed assessments and condition surveys.
2. By 1983, the above method will be critiqued and a determination made if a more sophisticated and precise programming/budgeting/allocation model should be devised. It should be noted that, in the meantime, the process described under No. 1 should be fine-tuned. For instance, the RIM records need to be improved both by updating and by altering to make them more responsive to management needs.

DOCUMENTATION OF COMMITTEE PARTICIPATION

The following committee was appointed to participate in the formulation of the Policy Statements for Recreation Issues No. 3 and No. 4:

Bob Mutch (Chairman)
Homer Bowles
Wen Beardsley
Bob Brandenberger

Jim Dolan
Steve Morton
George Barce

The first meeting was held on May 15, 1979, at Fort Missoula. Bob Brandenberger was unable to attend the meeting because of work which had already been scheduled on another Forest.

Steve Morton and George Barce were unable to participate because of other high priority work on the Districts.

A second meeting was held on August 3 at the Missoula District Ranger's Office to discuss the planning team's critique of the draft policy statement and to discuss needed changes. Jim Dolan, Wen Beardsley, and Homer Bowles attended this meeting. The other committee members were either on fires, vacation, or could not be reached prior to the meeting.

A followup meeting involving Jim Dolan, Homer Bowles, Bob Mutch, and Rita Thompson was held on September 12 to change the thrust of the policy in response to critique by line officers on August 24. Jim Dolan was assigned the job of redrafting Issue No. 3, incorporating Recreation Concern No. 1.

POLICY STATEMENT TO RESOLVE RECREATION ISSUE NO. 4

STATEMENT OF CONCERN

"What is the Forest role in meeting demands for developed recreation (campgrounds, picnic grounds, ski areas, marinas, etc.) and where should developed sites generally be located?"

DESIRED SOLUTION

The Forest's role in meeting demands for developed recreation will be defined in a policy statement using "The Forest Service Roles in Outdoor Recreation," Program Aid 1205, as a guide. Forest targets for recreation visitor days, along with capability and use data on existing sites from RIM will be analyzed by the I.D. Team to determine whether existing sites are adequate for meeting target levels. If they are not, the I.D. Team will use ROI to identify areas with high developed recreation site potential and RIM data to help identify areas of actual or potential overuse. Based on the above information and demand projections (obtained from outside sources), the I.D. Team will formulate alternative proposals for the development of new sites or expansion of existing sites based on: the Forest's developed recreation role; need to prevent resource damage; and need to meet demand for developed recreation. Existing inventory information identifies areas with potential for large developed site facilities such as ski areas. Linear programs will be used to estimate the physical and biological impacts and resource tradeoffs and outputs of allocating those areas to that use. These data will be used in the Lolo Forest I.O. Model to estimate economic and social impacts. The I.D. Team will analyze the above information along with the social impact assessment when preparing its recommendation for the Forest Supervisor.

REFERENCE DOCUMENTS

Information and data concerning where developed recreation facilities should be located and the role of the Forest Service in providing them may be found in the following reference documents:

1. See Recreation Issue No. 3, Reference Documents, Nos. 1 through 11.
2. National Forest Recreation Survey.
3. Forest Service Manual, 2330 - Recreation in the Public Sector, and 2340 - Recreation in the Private Sector.
4. Northern Region Inventory of Potential Ski Areas.

PRIMARY TARGET AUDIENCE OF POLICY STATEMENT

Recreation Staff Officer, Resource Specialists, District Resource Assistants, and Private Sector Investors.

CURRENT SITUATION

The Lolo Forest currently provides the recreation visitor a wide variety of Forest-related developed recreation sites. Twenty-seven campgrounds and eight picnic areas are currently operated with a combined capacity of 3,485 PAOT (persons accommodated at one time). These sites range in size from a small two-family unit campground at Clearwater crossing to the large 50-unit Big Larch Campground at Seeley Lake. Current annual use of the facilities is estimated to be approximately 300,000 visitor days. While many of the sites are full on holidays and popular weekend days, most have not approached the full level seasonal capacity to date. Five of the campgrounds offer boat launching facilities and swimming areas. The Pattee Canyon Picnic Area, located near Missoula, has a capacity of 500 PAOT and offers several units for large group picnics.

The Forest also contains portions of the privately-operated Montana Snowbowl, Marshall and Lookout Pass Ski Areas. These areas have a combined capacity of 4,500 PAOT. Other developed facilities include 3 private resorts, 1 organization camp, and 34 summer homes. The Forest assists with the maintenance and operation of the Lolo Pass Visitor Center.

The emphasis the Forest has placed on the construction, operation, and maintenance of developed campgrounds and picnic areas during the past few years has severely limited efforts to provide opportunities for dispersed activities and nontraditional developed sites such as organization camps, historic sites, chalets, visitor centers, etc.

Many of the existing developed facilities do not provide adequate services for the types of users and levels of use they now receive. As an example, very few of the sites provide adequate access for the elderly and handicapped visitor. Modifications are needed in toilet facilities and pathways to accommodate wheelchairs. Water systems are nonexistent in several sites and many of those that do exist are substandard and in need of extensive rehabilitation. In some cases, changing use patterns have led to overuse and trampling of vegetation, compaction of soils, and erosion of lakeshores. A few sites lack adequate access for large campers and motorhomes, while others lack sites for tents. Many of the campgrounds have an adequate number of single-family units but lack sites for multi-family or group use.

Several developed sites, especially those near water attractions, are receiving very high levels of use and user conflicts are becoming a serious problem. Examples include complaints about noisy parties, conflicts between speed boats and canoeists and/or fishermen, conflicts between water skiers and swimmers, and conflicts between noisy motorized vehicles and people who want to enjoy a quiet campground setting.

The maintenance and operation of developed sites to acceptable standards is becoming more of a management challenge each year, because use levels and public need for services continues to grow, yet staffing and funding levels shrink due to inflation. Following are examples of actions that have been taken in recent years to keep developed sites open:

1. Districts have become increasingly reliant on YCC, YACC, CETA, and volunteer programs to accomplish basic maintenance and cleanup.
2. Garbage service is no longer provided at many developed sites. The public is encouraged to adopt the "pack-it-in pack-it-out" approach to waste disposal.
3. Several water systems have been shut down due to a lack of adequate funds to rehabilitate them to meet EPA standards.
4. Firewood is no longer provided at most developed sites.
5. Campground hosts have been recruited on a volunteer basis to provide recreation information and basic cleanup of sites.
6. Public contacts and law enforcement patrols have been reduced and, as a result, vandalism and littering has increased at some sites.

Forest personnel are currently placing greater emphasis on using visitor information services as a tool to overcome management problems. The recently implemented National Forest Host Program and Recreation Opportunity Guide Project have potential to greatly relieve overcrowding and user conflicts in developed sites. More effort is needed to make visitors aware of other available opportunities and developed sites on the Forest. Many use conflicts can be greatly reduced through proper visitor education programs presented at campgrounds, resorts, public schools, etc.

Several developed sites on the Forest are in competition with existing or potential sites provided by the private sector. The public need could be better served through closer cooperation with other Federal, State, and county agencies and the private sector.

Several opportunities exist on the Forest to allow private resorts to provide the overnight accommodations and visitor services on private land while the nearby National Forest could provide trails and sites for day use recreation activities. Examples include a highcountry chalet system in the Rattlesnake, winter snow trails near Lolo Hot Springs Resort, youth camps in the Clearwater Chain of Lakes Area, cross-country ski lodge in Marshall Canyon Area, base facilities for trail rides/horse rental near Blue Mountain.

CONSIDERATION OF SUBISSUES RELATED TO RECREATION ISSUE NO. 4

1. Should the private sector or the Forest Service provide the developed recreation sites needed by persons visiting the Lolo National Forest?
2. How should the development of facilities be planned to complement or enhance those provided by the private sector on the Forest or adjacent to the Forest boundary?
3. How should existing developed sites be modified to better provide for the needs of all visitors including the elderly and the handicapped?

4. How will conflicts between the various groups using developed sites be resolved?
5. How will decisions be made in establishing priorities for the expenditure of funds to provide services to the recreation visitor and protect the basic resources of the site?

EVALUATION CRITERIA FOR FORMULATING POLICY STATEMENT

1. The Forest Service should provide a fair share of the developed sites needed by the public for enjoyment of the National Forest. The private sector should be encouraged to fill the public need for expansion on adjacent lands.
2. Existing developed sites should be upgraded to provide adequate facilities for visitors, including the elderly and handicapped.
3. All developed sites should be made safe and sanitary and be usable by a wide segment of society.
4. All improvements must be maintained to Regional standards and be operated in a manner that portrays the image of a "good host."
5. The policy should support an expanded program to inform the recreation visitor about available opportunities, user conflicts, and resource protection needs.
6. Greater effort should be made to extend the benefit derived from limited resources by coordinating recreation programs with other agencies and the private sector to eliminate duplication of effort and better serve the public.
7. Require recreation activities on the National Forest to be compatible with the natural setting of the Forest environment. Non-Forest activities should be provided by other agencies or the private sector.
8. The policy should reduce the amount of recreation management funds and manpower which must be expended on developed sites so more can be made available for dispersed recreation management.
9. Existing sites will not be expanded if the degree of separation between use areas will be reduced to the point that the existing level of solitude will be lost.
10. Consideration will be given to providing opportunities for the private sector to provide developed sites which have potential as profit-earning ventures. The Forest Service should reduce competition with the private sector in providing developed sites.
11. New sites will not be developed if significant conflicts will result with the habitats of endangered animals or other important wildlife species.

12. Operation of any site must be justifiable based on the cost expended for administration and maintenance when compared to the amount of actual use.

ALTERNATIVE POLICY STATEMENTS TO RESOLVE RECREATION ISSUE NO. 4

- A. The Forest Service will phase out of the operation of developed recreation sites over the next 10-year period. Existing sites which can be operated on a cost effective basis will be turned over to the private sector or other agencies for operation under special use permits or formal cooperative agreements.
- B. The Forest Service will not significantly expand the capacity of the developed recreation sites on the Lolo National Forest during the next 10-year period. The private sector and other agencies will be encouraged to provide for increased public needs on National Forest land and on lands adjacent to the Forest (i.e., ski areas, resorts, etc.). Emphasis will be placed on increasing the use of existing sites by making them usable by a wide segment of society including the elderly and handicapped. Those existing sites receiving low levels of public use or which are not cost effective to operate will be considered for closure.
- C. The Forest Service will expand the capacity of developed recreation sites on the Lolo National Forest as public demand increases to accommodate, without overcrowding, the average peak season weekend use (current policy outlined in FSM 2330.2).
- D. The U.S. Forest Service will expand developed recreation sites on the Lolo National Forest to provide for a significantly increased share of public use. Existing sites will be expanded where feasible and new sites will be constructed to provide for added capacity as well as a wider diversity of recreation experiences.

SELECTION OF THE PREFERRED ALTERNATIVE

Alternative B is the preferred alternative.

Reasons for selection:

1. This alternative meets most of the evaluation criteria.
2. The policy will enhance economic opportunities for the private sector to provide the additional facilities needed by the increasing population of recreation visitors and reduce costs to the taxpayer.
3. A higher percentage of recreation management funds and manpower will be made available to accomplish the Forest's goals to expand opportunities for dispersed recreation.
4. Existing manpower and funding levels will be made available to improve the quality of administration and maintenance of existing sites and to make them more usable by a wider segment of the population.

5. Alternative A does not meet evaluation criteria No. 1, 2, 6, or 7.
6. Alternative C requires expansion of new sites to keep pace with public demand. It does not meet evaluation criteria No. 1, 6, 8, 10, 12, and possibly 11.
7. Alternative D does not meet evaluation criteria No. 1, 6, 7, 8, 9, 10, 12, and possibly 11.

IMPLEMENTATION OF THE PREFERRED ALTERNATIVE

1. The Lolo Forest will not significantly expand the capacity of developed campgrounds or picnic areas during the next 10-year period. Emphasis will be placed on bringing the existing facilities up to standard and to make quality improvements needed to make them usable by all Forest visitors including the elderly and handicapped. Where possible, toilets, pathways, boat launches, and picnic and camp units will be made accessible to wheelchairs. Administration and maintenance levels will be increased to provide quality experiences for visitors as use of existing facilities increases. All facilities will be designed to blend with the natural setting.
2. The Forest Service will encourage the private sector to construct developed sites on or adjacent to the National Forest to provide the facilities needed by the increasing population of Forest visitors when the need is evident and the proposed uses are consistent with overall land use objectives. The Forest Service will cooperate with the private sector by providing, where possible, complementary recreation development such as hiking trails, bridle paths, cross-country ski trails, and other compatible facilities.
3. Manpower and funds that would have normally been used to provide for the expansion of the Forest's developed sites will be used to increase emphasis on providing dispersed recreation opportunities (see Recreation Issue No. 3). If necessary, developed sites receiving low levels of use (i.e., less than 2,000 RVD) or sites with high cost of operation when related to public benefit will be closed.
4. The Forest Service will take a more active role in providing the Forest visitor with information about the wide variety of recreation opportunities available on the Lolo Forest. Visitor education programs will place emphasis on reducing visitor conflicts by providing information on the behavior needed to protect the experiences of other visitors and to protect the basic resources and recreation facilities. The Recreation Opportunity Guide will include detailed information concerning both developed sites and dispersed areas. Personal contacts, brochures, and posters will be used to encourage better distribution of use and to notify visitors of existing or potential health or safety hazards in the surrounding area.

Greater emphasis will be placed on contacting the visitor before he arrives at the developed site. A variety of methods will be used

including radio spot announcements, verbal contacts with receptionists and recreation management personnel, presentations at local schools, clubs, and organizations, informal talks presented to groups at resorts and campgrounds. Bulletin boards in developed sites will be more effectively used as tools to assist with the dissemination of information.

5. When establishing priorities for the expenditure of funds on existing sites, the following criteria will be used as a guide:
 - a. Correct serious health problems.
 - b. Eliminate hazards to public safety.
 - c. Accomplish needed work to eliminate fire hazard.
 - d. Eliminate pollution and correct serious resource damage.
 - e. Construct facilities needed to protect the site.
 - f. Implement needed visitor information programs.
 - g. Provide adequate level of service to the recreation visitor.
 - h. Provide facilities needed primarily for the convenience of the user.
6. Developed sites will be administered and maintained to project the image of a good host. Service to people should be emphasized. Regulations and restrictions should be minimized to the extent necessary to protect the experience of the visitor and to prevent serious damage to the facilities and basic resources.
7. Allocation of funds for the rehabilitation of existing sites will be made on a cost-effective basis considering the following:
 - a. Existing and projected use levels.
 - b. Proximity to population centers, popular lakes and streams, and major travel routes.
 - c. Opportunity to provide savings of fossil fuels.
 - d. Investment and maintenance costs.
 - e. Opportunity to provide for a wider range of public need.
8. As a minimum, the Forest will operate existing developed sites to meet the targets established under the Resource Planning Act; i.e., RPA Level 2, 432,000 PAOT/days, and RPA Level 1, 485,000 PAOT/days.
9. The Forest will coordinate recreation programs and plans with other Federal, State, and local agencies and the private sector to more effectively provide for the public's needs. Emphasis will be placed on stretching the available funding and resources by avoiding the duplication of effort. (An excellent example of cooperation is the recent sharing of manpower, finances, and equipment between the Montana Department of Fish and Game and the Forest Service to plow parking areas and groom trails for snowmobilers in the Lolo Creek and Seeley Lake areas.)

APPENDIX C

Literature Cited

- 1/ Bowles, Homer R., 1978. Financial Review - Wilderness, Recreation, Trails and Range Program, F.Y. 79. Lolo National Forest, Forest Service, United States Department of Agriculture, Missoula, MT.
- 2/ Brantley, Herbert, 1979. "What is Recreation?" (Based on lecture presented on September 24, 1979.) College of Forest and Recreation Resources, Clemson University, Clemson, SC.
- 3/ Gelock, Jerome, A., 1979. Developed Recreation Site Construction and Reconstruction. Intermountain Region, Forest Service, United States Department of Agriculture, Ogden, Utah. (p. 2)
- 4/ Gregersen, H.M., 1974. Criteria for Evaluation of Recreation Projects. College of Forestry, University of Minnesota.
- 5/ Hendee, John C.; Lucas, Robert C.; and Stankey, George H.; 1977. Misc. Publication No. 1365, Wilderness Management. Forest Service, United States Department of Agriculture, Washington, DC (9:173-184).
- 6/ Hite, James C., 1979. Benefit-Cost Analysis (Based on lecture presented on September 26, 1979). Department of Agricultural Economics, Clemson University, Clemson, South Carolina.
- 7/ Hogan, Mack L., 1979. Psychological Benefits of Recreation (based on lecture presented on September 24, 1979); College of Forest and Recreation Resources. Clemson University, Clemson, South Carolina. Hogan is a Research Social Scientist with the Pacific Northwest Experiment Station, United States Forest Service, United States Department of Agriculture, Seattle, Washington.
- 8/ Isbell, F.W., 1969. A P.P.B.S. Approach Toward Evaluating the Recreation Development Program in the Intermountain Region. Region Four, Forest Service, United States Department of Agriculture, Ogden, Utah.
- 9/ New York Outdoor Recreation Department, State of New York, 1972. Priority System, New York Statewide Comprehensive Outdoor Recreation Plan. Albany, New York.
- 10/ Palazzo, Robert, 1970. Evaluation of Preliminary Plans - Lake Winfield Scott. Chattahoochee National Forest, Region Eight, Forest Service, United States Department of Agriculture, Atlanta, Georgia.
- 11/ Raettig, Terry, 1977. Land Acquisition Priorities. Region Nine, Forest Service, United States Department of Agriculture, Milwaukee, Wisconsin.

- 12/ Stankey, George H., 1977. RARE II Wilderness Attribute Rating System. Forest Service, United States Department of Agriculture, Forest Science, Washington, DC.
- 13/ Utah Outdoor Recreation Agency, State of Utah, 1974. Priority System for Rating L & WCF Project Proposals. Salt Lake City, Utah.
- 14/ United States Department of Agriculture, Forest Service, 1978. Bitterroot Recreation Program Criteria. Bitterroot National Forest, Region One, Hamilton, Montana.
- 15/ United States Department of Agriculture, Forest Service, 1969. Developemnt Sites in Public Sector. Washington, DC. FSM 2330.3 (1-15).
- 16/ United States Department of Agriculture, Forest Service, 1978. The Forest Service Roles in Outdoor Recreation, Program Aid 1205. Washington, DC.
- 17/ United States Department of Agriculture, Forest Service, 1974. INVEST III User's Guide. Region Five, Forest Service, United States Department of Agriculture, Denver, Colorado.
- 18/ United States Department of Agriculture, Forest Service, 1980. Lolo National Forest Plan. Lolo National Forest, Region One, Missoula, Montana, Policy Statements Reg. 2,3, and 4.
- 19/ United States Department of Agriculture, Forest Service, 1978. Lolo National Forest 5-Year Regional Emphasis Items Implementation. Lolo National Forest, Region One, Forest Service, United States Department of Agriculture, Missoula, Montana.
- 20/ United States Department of Agriculture, Forest Service, 1979. National Forest System Land and Resources Management Planning, 36 CFR Part 219, Federal Register, Washington DC, 219.5, k. (1-3), 219.12, i (1-6).
- 21/ United States Department of Agriculture, Forest Service 1979. Program Planning and Budgeting Process for Projects. Region Three, Albuquerque, New Mexico.
- 22/ United States Department of Agriculture, Forest Service, 1979. RARE II Development Opportunity Rating System; Washington, DC.
- 23/ United States Department of Agriculture, Forest service, 1980. Recreation Opportunity Planning; 2310 memo, Region One, Missoula, Montana (paragraph 2).
- 24/ United States Department of Agriculture, Forest Service, 5-Year Recreation Program Development Program. Region Nine, Milwaukee, Wisconsin.

- 25/ United States Department of Agriculture, Forest Service, 1979. Recreation Information Management - Facility Inventory and Condition Record. Lolo National Forest, Region One, Missoula, Montana.
- 26/ United States Department of Agriculture, Forest Service, 1974. Recreation Opportunity Inventory and Evaluation; Region One, Missoula, Montana.
- 27/ United States Department of Agriculture, Forest Service, 1973. Stratification Procedure for Allotment Management Planning; Range Management, Northern Region, Missoula, Montana.
- 28/ United States Department of Interior, Heritage Conservation and Recreation Service, 1973. Bureau of Outdoor Recreation Manual, Washington, DC, Section 600.3.6.10.
- 29/ United States Department of Interior, Heritage Conservation and Recreation Service, 1979. Regional Agency Priority System, Forest Service Land and Water Conservation Fund Recreation Composites. Washington, DC